NEIGHBORHOOD COMMERCIAL REZONING
DRAFT ENVIRONMENTAL IMPACT REPORT

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NEIGHBORHOOD COMMERCIAL REZONING
ENVIRONMENTAL IMPACT REPORT

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I. SUMMARY

A. Project Description

The project under review consists of amendments to the City and County of San Francisco Master Plan pertaining to neighborhood commercial (NC) districts, and implementation of the new Master Plan policies through proposed revisions to the City Planning Code and City Zoning Map. The project is proposed by the Department of City Planning and is contained in full in the Neighborhood Commercial Rezoning (NCR) Proposal for Permanent Adoption, November 1986, hereafter known as the "project" or "NCRS." The project would affect existing commercial districts in San Francisco, except those Downtown (the C-3 districts) and in the North of Market (Tenderloin) area; certain areas currently under individual study by the Department of City Planning (South of Market, Chinatown, Northern Waterfront, and Van Ness Avenue); other areas which are not neighborhood commercial-oriented (e.g. Stonestown, Ferry Building, Executive Park, Sansome/Battery Street corridor) and some C-M districts. Altogether, approximately 210 neighborhood commercial locations in the city, most of which are now zoned C-1, C-2, RC-1, RC-2, and some RC-3, would be rezoned to one of four new general district classifications, or 16 new individual neighborhood commercial districts.

Amendments to Master Plan policies are proposed for Objective 8 of the Commerce and Industry Element. They include: A generalized neighborhood commercial land use plan (Policy 5); specific policy and guidelines regarding conversion of residential units (Policy 2); detailed land use and design guidelines (Policies 1 and 6); a policy encouraging preservation of architecturally and historically important buildings (Policy 7); a policy discouraging creation of major new commercial areas unless concomitant new markets are also created (Policy 4); policies regulating uses so that traffic impacts and parking problems are minimized (Policy 8); a policy promoting neighborhood commercial revitalization (Policy 9); and a policy encouraging convenience retail uses to locate to be accessible to all residents (Policy 3). The proposed Master Plan policies and guidelines are intended to give the City Planning Commission guidance in its development of zoning controls (for recommendation to the Board of Supervisors) and in its review of conditional use applications in neighborhood commercial districts. Overall policy regarding land uses in the districts is set forth in proposed Policy 1:

> Ensure and encourage the provision of neighborhood-serving goods and services in the city's neighborhood commercial districts, while recognizing and encouraging diversity among the districts.

To implement the proposed Master Plan policies, the project would establish a new zoning system through a new Article 7 of the Planning Code. Article 7 would establish four new general area district zoning classifications, which would regulate most of the city's neighborhood commercial areas. These include: NC-1, Neighborhood Commercial Cluster District; NC-2, Small Scale Neighborhood Commercial District; NC-3, Moderate Scale Neighborhood Commercial District; and NC-S, Neighborhood Commercial Shopping Center District. As in the case of the existing zoning classifications, each general area district would apply to several locations throughout the city.

The distinctive aspect of the new zoning system would be the ability to separately regulate a specific neighborhood commercial area or street with an individual set of controls tailored and applicable only to one area or street. In addition to the four general districts, Article 7 would also include sixteen individual districts, which are intended to address special circumstances and problems on: Broadway, Castro Street, Inner Clement Street, Outer Clement Street, Upper Fillmore Street, Haight Street, the Hayes-Gough area, Upper Market Street, North Beach, Polk Street, Sacramento Street, Union Street, Valencia Street, West Portal, 24th Street-Mission, and 24th Street-Noe Valley. This zoning system would be embodied in a table, a major feature of Article 7, which would display all controls either directly or by reference to other sections of the Code. The table would contain about 50 specific control categories which would apply to all NC districts. Although most of these categories are regulated under current zoning, some new types of controls would be added such as: lot size; use size; use controls by story; residential conversion to non-residential use; eating and drinking establishments (bars, full service restaurants, large and small fast food restaurants, take-out food establishments); financial services; medical and personal services; hours of operation; street trees. In addition to the table containing the controls for the general and individual districts, Article 7 would contain sections describing the purpose of each district, standards and permitted uses, references to approval procedures, and definitions.

Changes to the city's Zoning Map are proposed to emplace NC zoning in various areas as shown on the maps in this report (Figures 1-24). Certain Height and Bulk District Map amendments and changes to sign controls and Special Use Districts are also proposed. Certain neighborhood commercial districts are proposed for special restrictions by designation as NC Restricted Use Subdistricts or NC Special Use Districts.

In summary, the project would 1) revise Master Plan policies applicable to neighborhood commercial areas, including guidelines for evaluating neighborhood commercial development proposals; 2) revise zoning control categories, establish new neighborhood commercial districts and incorporate new zoning controls to regulate land uses; 3) consolidate zoning controls applicable to NCRS into one new section (Article 7) of the Planning Code; (4) amend the Zoning Map of San Francisco; and (5) revise certain procedures for the review of conditional use permit applications in neighborhood commercial districts. In most cases, the proposed policies and zoning would be more restrictive than present policies and zoning in neighborhood commercial districts.

B. Environmental Setting

The environmental setting of the project consists of the approximately 210 neighborhood commercial districts in San Francisco which would be affected by the proposed Master Plan amendments and rezoning. These districts range in scale from commercial clusters (typically one or two blocks of commercial uses, often at street corners, and with buildings containing only ground story commercial uses) to moderate-scale districts such as

Geary Boulevard, Lombard Street, and Mission Street (typically extending many blocks and containing commercial uses on upper stories of buildings). The districts vary widely in terms of their function, intensity, mix of land uses, street and traffic characteristics, and location throughout the city. Because of the scattered locations and varying characteristics of the districts, a more complete description of them does not lend itself to summarization. The main text of this report provides a more detailed description of most of the districts, with the exception of the smallest ones.

C. Environmental Impacts

Relationship of Master Plan and Zoning Changes to Development

The proposed project was developed in response to observed problems and imbalances in neighborhood commercial districts resulting from development activity allowed under existing zoning controls and is therefore essentially mitigative in nature. The project consists of amendments to the Master Plan and City Planning Code. The project is not a proposal for specific development and, as such, would not generate impacts directly. The zoning controls would establish a maximum development envelope which might be filled on any given lot in a particular district, but which would not be filled on all lots in the district. Only a limited number of lots would be likely to be developed to the maximum envelope in the foreseeable future, due to the many market factors which operate in conjunction with zoning to establish development feasibility.

Evidence that zoning does not generate or guarantee development to the maximum envelope permitted on every lot can be found in all zoning districts in San Francisco. The intensity of existing development is substantially lower than the amount permitted by existing zoning.

While zoning does not generate impacts directly, it is one of the factors which determine feasibility of development, and that resulting development could cause environmental impacts. The indirect nature of the relationship between zoning and development impacts, combined with the unpredictability of other development factors, makes a precise prediction of environmental impacts impossible. Based on the above considerations, this EIR has 1) estimated maximum amount of development that could reasonably be expected to occur under the proposed zoning controls over a 10-year time frame, and 2) assessed quantitatively and qualitatively, as appropriate, the potential environmental impacts of the development estimates. The actual amount of development in neighborhood commercial districts is likely to be less than the amount assumed for impacts analysis purposes in this report.

This EIR is not intended to be a program EIR in that it does not attempt, nor would it be possible, to cover all impacts of future development in neighborhood commercial areas. It provides program-level analysis, as much as possible, of cumulative impacts. However, individual projects proposed in the future in neighborhood commercial districts will be subject to separate subsequent environmental review to analyze site-specific impacts (e.g. noise, odor, visual, etc.).

Issues Not Addressed

The Neighborhood Commercial Rezoning proposal was examined in an Initial Study to identify its potential effects on the environment. Some impacts of the proposed project were determined to be potentially significant and were analyzed in this report; these issues are land use intensity, transportation, and air quality. Certain potential environmental issues were determined to be either insignificant or their potential impacts would be mitigated through measures incorporated into the project. These will not be addressed in the EIR: land use character; visual quality; population and housing; noise; odors; climate; shadowing; utilities/public services; biology; water; geology/topography; energy; hazards; and cultural resources. The Initial Study is included in this report as Appendix D.

Land Use Impacts

The EIR analyzed 20 neighborhood commercial district locations, all 16 individual and four representative general district classifications proposed in the project. Potential development over a 10-year time frame was estimated for each of these districts under both existing zoning and proposed zoning scenarios, against existing conditions, based on a lot-by-lot survey and detailed methodology described in Appendix A, page A-1. Potential development consists of both new construction (usually on vacant or underutilized lots) and changes of use (to a more intense use, e.g. residential to office, or auto repair to general retail).

Based on the analysis, 15 of the 20 districts analyzed were estimated to receive commercial growth of 15% or less over existing amounts of commercial square footage over the 10-year time frame, under the proposed zoning. The remaining five districts, Union/Hyde (NC-1), Geary Boulevard from 4th to 10th and 16th to 26th Avenues (NC-3), Outer Clement, Upper Fillmore, and Hayes-Gough, were estimated to receive increments of commercial square footage of 16% to 27%. In all districts except Laurel Village (NC-S), the increment of potential commercial square footage under existing zoning would be the same or greater than under the proposed zoning. The increment in Laurel Village would be 4%.

Transportation Impacts

New auto, MUNI, and walking trips, and new parking demand which would be generated by new development which could occur under the proposed zoning was calculated for 20 neighborhood commercial districts, based on the 10-year development estimates discussed above under Land Use Impacts. This information was generalized to all of the larger proposed NC districts citywide. In no case is the increment of trips or parking demand considered substantial. Traffic congestion, transit capacity, and existing on-street parking shortages would not noticeably worsen with the project.

Air Quality Impacts

Six neighborhood commercial districts were analyzed to determine air quality impacts of the increased numbers of vehicle trips which could occur under the proposed zoning. 1995 concentrations of carbon monoxide were found to be within State and Federal standards in all six districts. The increase in vehicle trips which could occur under development which the proposed zoning would allow would be more than offset by the decrease in vehicle emissions expected over the time frame analyzed.

Cumulative Impacts

While the approach to the NCRS project and environmental review is based on a comprehensive evaluation of all neighborhood commercial districts in San Francisco, potential cumulative impacts of this project cannot be quantified. Because the NCRS involves so many locations scattered throughout the city, "cumulative" impacts do not occur in a literal sense. In most cases, cumulative physical impacts of the proposed rezoning will center around localized areas of the city, particularly those areas in which development intensity and certain imbalances in land use activity have aggravated existing traffic and parking congestion, and transit circulation problems. Such problems may occur within a given NC district, between different NC locations, or between NC and surrounding non-NC (primarily residential) areas. Generally, these districts are situated in a parallel or clustered fashion, rather than a linear configuration. The relatively low level of development potential and the dispersed locations of the NC districts result in physical effects of the rezoning that are discernible only on a localized level. Thus, cumulative impacts of the NCRS are not manifested in a citywide, additive sense.

Increments of traffic congestion and parking shortages generated by potential development under the NCRS controls would be limited and would not generate abrupt increases in traffic or parking congestion, even in the most economically active NC districts, either on an individual or interactive level. The increases over 10 years, as calculated in the Impacts section of this report, could be noticeable in areas with existing problems that have relatively high development potential (particularly Mid-Geary/Inner Clement/California, Valencia/Mission/24th Street-Mission, and Broadway/North Beach/Chinatown), unless other mitigation measures were implemented.

While the proposed NCRS would partially mitigate these impacts by regulating land uses which have contributed greatly to problems that have evolved under current zoning controls, NCRS alone would not eliminate all existing adverse conditions, which are often major indicators of future conditions.

In response to the proposed zoning controls, it is possible that certain shifts in land use could occur from NC locations with more restrictive controls to other NC or non-NC areas that are less stringently regulated. It is not possible to predict the specific locations or intensity of such shifts. In general, however, the proposed zoning controls would tend to encourage more intensive or problematic commercial uses to locate in larger-scaled neighborhood commercial districts, or to commercial districts other than NC districts, or to industrially-zoned districts.

For the reasons outlined above, and as evidenced by the limited development potential, limited number of new trips, limited amount of new parking demand, and limited loss of existing housing units (a net gain of housing in NC districts is predicted) in the neighborhood commercial districts analyzed in this report, it is concluded that cumulative impacts of citywide commercial development generated by the proposed zoning controls would not be significant.

NCRS is but one of a number of pending or recently adopted plans proposed by the Department of City Planning. Adopted measures include the Downtown Plan, Rincon Hill Plan, North of Market Residential Special Use District, Nob Hill Height Reclassification, and Chinatown Interim Controls. Pending are the Van Ness Avenue Plan, South of Market Plan, Chinatown Plan, Mid-Market Proposal, and Mission Bay Plan. The interaction of NCRS with these other plans is limited because NCRS pertains to locations scattered throughout the city rather than covering a single geographic area.

Perhaps the most important effect of NCRS in relation to other plans would be to prevent administrative, non-neighborhood-serving office uses from spilling over from downtown and the neighborhoods surrounding downtown (where they are generally more restricted under recent and pending plans), to neighborhood commercial areas (where they would be prohibited except as conditional uses in the larger scale NC-3 and NC-S districts).

Development which could occur throughout the city under NCRS and the other plans would contribute to cumulative citywide demand on transportation systems. Because peak periods for primary shopping trips in NC districts do not coincide with commute peaks, and because of the limited potential for increased development in NC districts, the contribution of NCRS to the transportation demand would be very limited and unlikely to measurably affect overall traffic congestion and transit capacity.

. Mitigation Measures

Based on the analysis contained in the Impacts section of this EIR, the Neighborhood Commercial Rezoning would not generate any significant adverse environmental impacts. Thus, no mitigation measures are required to be identified to reduce or eliminate impacts from the project itself. It is recognized, however, that some districts have existing problems of land use and transportation. The project would limit future exacerbation of these problems compared with existing zoning; however, it would not reduce the problems compared with the existing setting.

The Neighborhood Commercial Rezoning project proposal, consisting of Master Plan policies and zoning controls, is inherently different than a specific development project. Unlike a development project, once in place, policies and zoning controls are not irreversible. If problems arise due to application of the policies or zoning controls, or if unforeseen problems begin to emerge in neighborhood commercial areas, policies and zoning controls can be relatively easily modified to help solve such problems.

The Neighborhood Commercial Rezoning project proposal can be considered mitigative in intent because it has been formulated to reduce impacts which could occur, have occurred, or are occurring, under existing zoning. Many neighborhood commercial districts have experienced parking shortages; traffic congestion; interference with transit operations; loss of affordable residential units (due to conversion to commercial uses); loss of neighborhood-serving businesses; loss of uniform scale and character; loss of commercial diversity; and noise. These problems have been caused in part by proliferation of eating and drinking uses and specialty retail stores, offices, and overintensification of commercial development relative to the neighborhood's scale and character. The proposed project addresses these impacts by limiting their causes through zoning controls.

The proposed controls are designed to allow some additional commercial development in order to maintain the viability of these commercial districts as they change and expand in response to consumer demands. At the same time, the proposed controls seek to mitigate impacts of unrestricted commercial growth by restricting conversions of residential units to commercial uses; requiring review of development on large lots; limiting hours of operation in most districts; prohibiting or requiring conditional use review for problematic uses (those with the greatest potential for generating adverse effects); and instituting other measures designed to minimize impacts of commercial development on adjacent neighborhoods. In addition, revisions to Master Plan policies on neighborhood commercial districts, including specific guidelines, are proposed which address some of the potential impacts of development.

The conditional use review procedure, used extensively in the Neighborhood Commercial Rezoning proposal to mitigate adverse impacts which might otherwise occur, could be used to deny development proposals which would generate adverse impacts or to impose conditions of approval to mitigate the adverse effects. Examples of conditions which the City Planning Commission has placed on problematic uses in the past year include limiting hours of operation; requiring noise and odors to be contained on site; prohibiting early morning loading or deliveries; and requiring sidewalks in the vicinity of the use to be kept clean by the project sponsor.

Each individual project proposed in NC districts would be evaluated against the mitigative guidelines and requirements of the Planning Code and Master Plan policies relating to neighborhood commercial development. In addition, under the California Environmental Quality Act (CEQA), proposed development projects would be subject to individual environmental review to determine whether they could have a significant effect on the environment. If so, an environmental impact report would be prepared and full consideration would be given to mitigation measures and alternatives under the CEQA process. Planning Code and other requirements help mitigate potential impacts of individual projects.

While no mitigation measures are required under CEQA to reduce or eliminate impacts from the project itself, it is recognized that some districts have existing transportation problems, particularly parking shortages. Development which could occur under the project would not contribute markedly to these problems. A variety of measures are available to alleviate these existing problems, as detailed in the Mitigation section of this report, pages V-7 to V-12.

E. Alternatives to the Proposed Project

Alternative One is a "no change" alternative, which essentially is equivalent to the existing setting. This alternative would have no transportation effects other than those which may be caused by external factors (such as development outside NC districts or future changes in modal splits). Parking deficits would probably continue to be similar to current conditions. Exact future transportation impacts would depend on factors which cannot be predicted, such as future modal splits, linked trip ratios, and vehicle occupancies. Land use conditions, by definition, would remain unchanged. This alternative was not considered to be feasible and was therefore rejected, because it would require freezing existing development in all neighborhood commercial districts in San Francisco, allowing for no change or expansion of commercial space or intensification of existing uses in these areas. The alternative would prohibit new businesses from opening, prohibit existing businesses from closing or changing, and prevent the small business community from adapting to changing needs and preferences of its neighborhood clientele. Such action would conflict with policies in the Commerce and Industry Element of the Master Plan which call for promotion of commercial revitalization and encouragement of community-based economic development in neighborhood commercial districts.

Alternative Two is a "No Project - Existing Zoning" Alternative, under which development governed by existing zoning controls would continue in NC areas. This alternative was found to allow more commercial development, which would generate more travel and parking shortages, than would the proposed zoning in the next 10 years in 18 of the 20 NC districts analyzed. For the other two districts, estimated future development was found to be the same under either zoning in one, and future development was found to be greater under proposed zoning in the other. Localized visual and noise impacts could be expected under this alternative. The No Project alternative, which would continue existing zoning, has been rejected because of lack of adequate controls for uses and buildings that are objectionable as well as the potential loss of affordable housing and visual quality. Scale of buildings and compositions of uses which would be permitted under this alternative could create adverse impacts in some locations. The Neighborhood Commercial Rezoning Study has been undertaken partly in response to, and to mitigate, impacts of existing zoning.

Under Alternative Three, "Varying Vertical Controls on Commercial Uses," new commercial uses in all NC districts would vary from being permitted only on the ground story (most restrictive) to being permitted on all stories (least restrictive). Impacts of the least restrictive scenario would be virtually indistinguishable from the potential impacts of development projected under existing zoning controls, as presented in the Impacts sections of this EIR and summarized under Alternative 2. The existing zoning alternative was rejected because of reasons discussed under Alternative 2, and because continuing to permit commercial development on all upper stories could allow overintensification of commercial uses, pressure for non-neighborhood serving office space, and potential loss of residential dwellings.

The most restrictive scenario under Alternative Three would prohibit new upper story commercial development. In most districts, this would have the effect of reducing the amount of projected new office space; in the larger, more intensively commercial districts, the reduction in projected new commercial space would shift toward retail space if such districts could otherwise support retail stores above the ground story. A small reduction in new trips and parking demand generated by development would occur under this alternative compared with the proposed project. This alternative was rejected because it is considered too restrictive in proportion to its environmental benefits, as it would not provide adequate commercial growth opportunities for the small business community which serves and employs neighborhood residents.

Alternative Four, "Prohibition of Residential Conversion/Demolition," would prohibit conversion of dwelling units to commercial uses and prohibit their demolition on all stories in neighborhood commercial districts, except in cases of hazardous and unsafe conditions. This alternative would reduce the amount of housing which would be lost either under existing or proposed zoning controls through conversion to commercial uses or demolition. Commercial and institutional development potential would be limited under this alternative, because such expansion would be allowed only if the dwelling units were structurally unsafe or unoccupiable. Some retail and office demand which cannot be easily absorbed under such restrictions could spill over from neighborhood commercial to other commercial districts. Transportation impacts under this alternative would vary from district to district. In general, transportation impacts would be less than under existing or proposed zoning because the reduction in potential commercial and institutional space would correspondingly reduce overall increases in transportation demand. Some transportation demand would be added by the residential uses but a net decrease would still occur because residential trip factors are lower than those for commercial uses.

Despite the reduction in transportation and land use impacts which would occur, this alternative was rejected for a number of reasons. First, it is believed that a flat prohibition of residential conversions would result in a lack of flexibility to meet future commercial demand and changes in consumer needs. Second, neighborhood commercial districts, while recognized for the housing they do provide, are not intended to be a primary housing source for the city. Third, housing losses which would occur under the NCRS proposal can be mitigated through new construction on the same or other sites in NC districts, and new city-sponsored housing in residential areas near NC districts, as detailed in the Mitigation and Cumulative Impacts sections of this report. Finally, the absolute reduction in trips and parking demand under this alternative would be negligible over the 10 year time frame used for analysis and is thus not considered sufficient to warrant implementation of this alternative given the factors discussed above.

Alternative Five would place more restrictive controls on eating and drinking uses. The effect of this alternative would be to reduce development potential for eating and drinking uses in existing and new buildings. An unknown amount of commercial space which might have been used for bars and restaurants would be available for other commercial uses. Because future demand, project applications and results of conditional use reviews cannot be predicted, it is not possible to determine what proportion of new eating and drinking uses might be bars, full service restaurants, or take out food uses. However, the total land use change possible in the districts under this alternative, relative to conditions that would otherwise exist under current or proposed zoning, would be small, given the magnitude of projected eating/drinking use development compared with both total projected and total existing development in the districts. The major land use impact would be to restrict the potential number and variety of new eating and drinking places in neighborhood commercial districts. Fast food uses may be expected to shift somewhat more rapidly to areas of the city close enough to NC districts to capture some of the same market, in which they would continue to be permitted by right under zoning, specifically C-3 (Downtown), C-2 (Community Business), C-M (Heavy Commercial), M-1 (Light

Industrial), and M-2 (Heavy Industrial) districts.

New development which would be permitted under this alternative would generate less trips and parking demand than would new development under proposed zoning. The numerical increase in trips would be greater than existing trips due to increased general retail and office development which would still be permitted under the alternative. The amount cannot be quantified because of factors discussed above. The reduction in trips under this alternative compared with proposed zoning could slightly affect the future course of existing transportation problems in some districts by reducing travel and parking demand. However, this alternative was rejected because it was considered to be too restrictive in proportion to benefits received.

Alternative Six would vary controls on signs. Under this alternative, the least restrictive scenario would be current zoning, under which general advertising signs (billboards) would be permitted, without any regulation of number and size of signs, albeit with some restrictions in special sign districts. The most restrictive scenario would prohibit billboards in all NC districts. The least restrictive scenario would subject neighborhood commercial districts to greater intrusion by billboards, potentially creating adverse visual impacts. The most restrictive scenario would eliminate the possibility of visual impacts and view impairment caused by new billboards. The two extreme alternatives have been rejected in favor of a middle ground proposed by NCRS in which billboards would be prohibited in NC-1 districts and all individual NC districts except Broadway. Billboards would be permitted in NC-2, NC-3, and NC-S districts, and possibly in some individual districts, subject to restrictions on number per lot and size of sign. Billboards larger than 300 square feet would not be permitted in any NC district.

I. PROJECT DESCRIPTION

he project under review consists of amendments to the City and County of San rancisco Master Plan, Commerce and Industry Element, pertaining to eighborhood commercial (NC) districts, and implementation of the new Master lan policies through proposed revisions to the City Planning Code and City oning Map. The project is proposed by the Department of City Planning and is ontained in full in the Neighborhood Commercial Rezoning (NCR) Proposal for ermanent Adoption, November 1986, hereafter known as the "project" or NCRS." The project would affect existing commercial districts in San rancisco, except those Downtown (the C-3 districts) and in the North of arket (Tenderloin) area; certain areas currently under individual study by he Department of City Planning (South of Market, Chinatown, Northern aterfront, and Van Ness Avenue); other areas which are not neighborhood ommercial-oriented (e.g. Stonestown, Ferry Building, Executive Park, ansome/Battery Street corridor) and some C-M districts. Altogether, pproximately 210 neighborhood commercial locations in the city, most of which re now zoned C-1, C-2, RC-1, RC-2, and some RC-3, would be rezoned to one of our new general area district classifications, or 16 individual area eighborhood commercial districts.

his report analyzes the entire project through analysis of the proposed anning Code (zoning) controls, which implement the Master Plan policies. hus, although both the Master Plan and Planning Code amendments are described elow, the main focus of this report is on the latter because it is the roposed zoning that would govern detailed effectuation of the project. ster Plan policies, however, are important as they provide explicit criteria r the establishment of zoning controls and consideration of conditional use plications.

mendments are proposed to San Francisco's Master Plan policies relating to ighborhood commercial development, to the Zoning Map, and to the City anning Code. Amendments to Master Plan policies are proposed for Objective of the Commerce and Industry Element. They include: A generalized ighborhood commercial land use plan (Policy 5); specific policy and idelines regarding conversion of residential units (Policy 2); detailed land e and design guidelines (Policies 1 and 6); a policy encouraging preservation of architecturally and historically important buildings (Policy 7); a policy discouraging creation of major new commercial areas unless concomitant new markets are also created (Policy 4); policies regulating uses so that traffic impacts and parking problems are minimized (Policy 8); a policy promoting neighborhood commercial revitalization (Policy 9); and a policy encouraging convenience retail uses to locate to be accessible to all residents (Policy 3). The proposed Master Plan policies and guidelines are intended to give the City Planning Commission guidance in its development of zoning controls for recommendation to the Board of Supervisors and review of conditional use applications in neighborhood commercial districts. Overall policy regarding land uses in the districts is set forth in proposed Policy 1:

> Ensure and encourage the provision of neighborhood-serving goods and services in the city's neighborhood commercial districts, while recognizing and encouraging diversity among the districts.

More specific guidelines for all land uses would encourage activities which would be consistent with the purpose of the district in which the use would be located; preserve existing neighborhood-serving businesses; serve primarily the local community (unless the district is intended to serve a larger area); contribute to the variety of goods and services offered and avoid concentrations of one type of use; respect the livability of the district and adjacent residential areas; contribute to active retail frontage; and not significantly increase traffic congestion or parking demand.

The most specific guidelines in the Master Plan would establish criteria that should be applied to certain problematic conditional uses to minimize potential impacts: Financial services; eating and drinking establishments; quick-stop establishments (fast-food restaurants, take-out food, convenience stores, and similar places); entertainment and adult entertainment uses; hotels; auto repair services; and auto-oriented or drive-up facilities. Policies and criteria applying to these uses and in general to other uses in neighborhood commercial districts are intended to: limit traffic congestion and parking problems; avoid over-concentrations of particular uses; avoid detracting from the livability of districts; strike a balance between the preservation of existing affordable housing in neighborhood commercial cstricts and needed expansion of commercial activity; and promote high qality urban design on commercial streets.

roposed Master Plan amendments also contain guidelines pertaining to cnversion of residential dwelling units to commercial uses. The guidelines dscourage conversion of viable dwelling units unless a need is clearly etablished and measures are undertaken to minimize hardship to any tenants ad impacts on other dwelling units.

Fnally, proposed Master Plan revisions would include guidelines for urban dsign in neighborhood commercial areas, encompassing review of site layout; sale, height and bulk; frontage; architectural design; materials; details; sgns; and landscaping, to ensure compatibility with overall district scale; cnservation of architecturally and historically important buildings; street caracter and form; lot development patterns; adjacent property usage; and tigation of environmental impacts.

T implement the proposed Master Plan policies, the project would establish a nw zoning system through a new Article 7 of the Planning Code. Article 7 wuld establish four new general district zoning classifications, which would rgulate most of the city's neighborhood commercial areas. These include: N-1, Neighborhood Commercial Cluster District; NC-2, Small Scale Neighborhood Cmmercial District; NC-3, Moderate Scale Neighborhood Commercial District; ad NC-S, Neighborhood Commercial Shopping Center District. As in the case of te existing zoning classifications, each general district would apply to sveral locations throughout the city.

Te distinctive aspect of the new zoning system would be the ability to sparately regulate a specific neighborhood commercial area or street with an dividual zoning classification or set of controls, tailored and applicable oly to that area or street. Article 7 would also include (in addition to the fur general districts) sixteen individual districts, which are intended to adress special circumstances and problems on: Broadway, Castro Street, Inner Cement Street, Outer Clement Street, Upper Fillmore Street, Haight Street, te Hayes-Gough area, Upper Market Street, North Beach, Polk Street, Scramento Street, Union Street, Valencia Street, West Portal, 24th Sreet-Mission, and 24th Street-Noe Valley.

This zoning system would be embodied in a table, a major feature of Article 7, which would display all controls either directly or by reference to other sections of the Code. The table would contain about 50 specific control categories which would apply to all general and individual districts. Although most of these categories are regulated under current zoning, some new types of controls would be added such as: lot size; use size; use controls by story; residential conversion to non-residential use; eating and drinking establishments--bars, full service restaurants, fast food restaurants, take-out food establishments; financial services; medical and personal services; hours of operation; street trees. The tables are reproduced in the appropriate NC district discussions in Chapter III.

In addition to the table containing the controls for the general and individual districts, Article 7 would contain sections describing the purpose of each district, standards and permitted uses, references to approval procedures, and definitions. Certain other districts would be regulated primarily by the general district controls, but with certain uses restricted. These NC Restricted Use Subdistricts include Taraval Street and Irving Street (restaurants and fast food uses restricted); Ocean Avenue, Geary Boulevard, and Mission Street (fast food uses restricted); and North Beach south of Union Street (financial service uses restricted). Finally, Lakeshore Plaza would have special controls contained in a Neighborhood Commercial Special Use District.

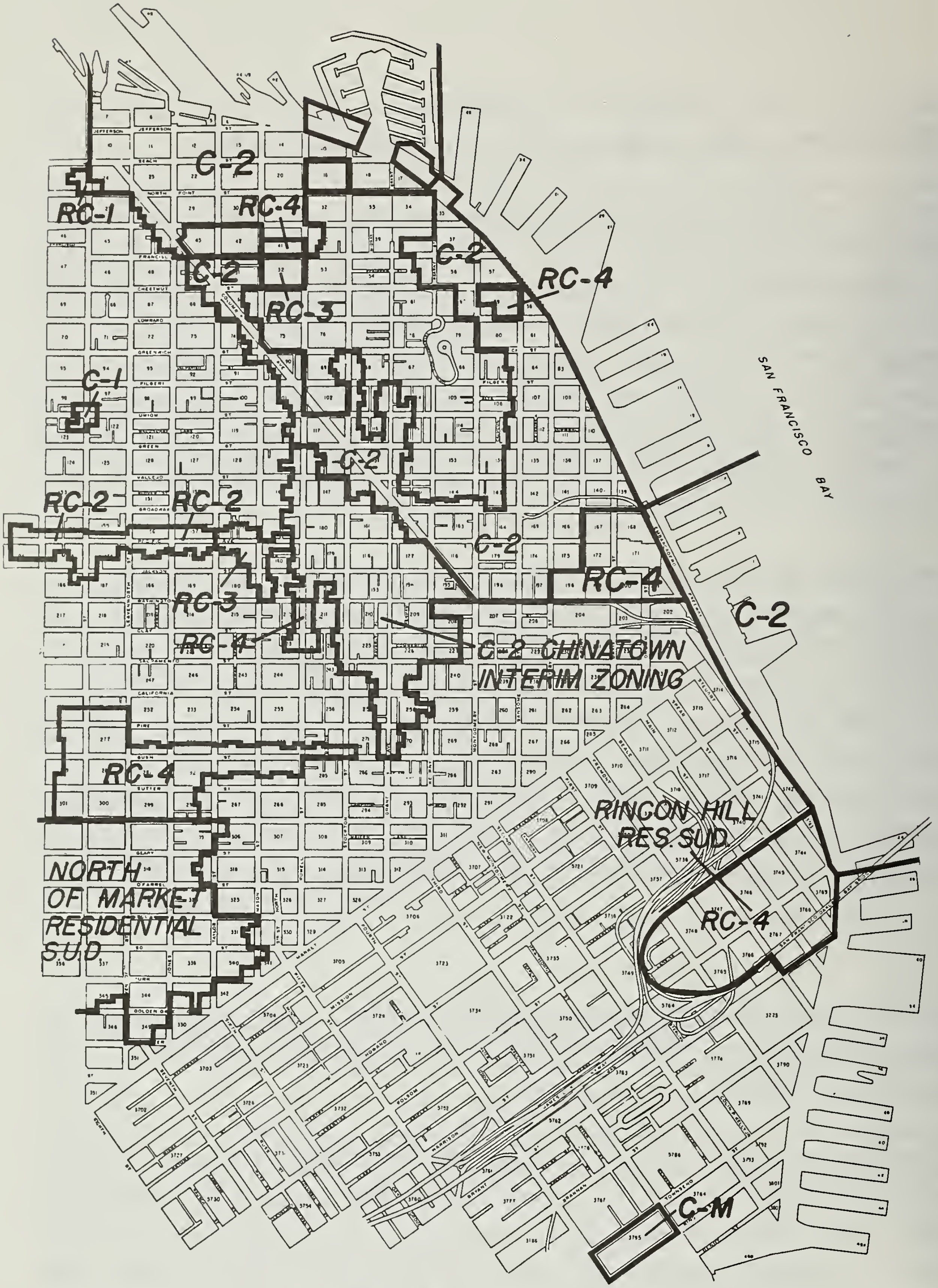
Along with Article 7, the project also proposes amendments to Articles 1, 1.2, 1.5, 1.7, 2, 2.5, 3, 3.5, and 6 of the Planning Code which contain provisions that apply to development in neighborhood commercial districts. These include a section on conditional use approval procedures applicable to neighborhood commercial districts, which would establish an administrative consent calendar procedure. In addition, controls on lot size, use size, floor area ratios, required rear yards, street frontage treatment, usable open space, street trees, and residential densities would be amended or introduced in Code sections other than Article 7 (with references to them contained in Article 7). A new section would require conditional use authorization to build above 40 feet up to the existing 65-foot height limit in the Broadway and portions of the North Beach Neighborhood Commercial districts. Lastly, a ew section on sign standards in neighborhood commercial districts would egulate different types of signs, their size, number and location.

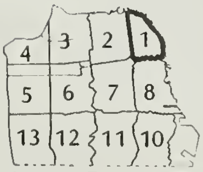
hanges to the city's Zoning Map are proposed. NC zoning would be placed hroughout the city as shown on the maps on the following pages (Figures -24). Detailed maps for individual districts are found in the appropriate ection of Chapter III (Environmental Setting and Impacts). In some cases, oundaries of commercially zoned areas are proposed for adjustment to reflect xisting land uses. Height and Bulk District Map amendments are proposed for roadway/North Beach; Hayes-Gough; and certain districts West of Twin Peaks. nor changes to Special Sign Districts and the Northern Waterfront Special se District No. 2 are also proposed.

summary, the project would (1) revise Master Plan policies applicable to ighborhood commercial areas, including guidelines for establishment of ighborhood commercial zoning controls and for evaluating neighborhood ommercial development proposals; (2) revise zoning control categories, stablish new neighborhood commercial districts and incorporate new zoning ontrols to regulate land uses; (3) consolidate zoning controls applicable to RS into one new section (Article 7) of the Planning Code; (4) amend the ning Map of San Francisco; and (5) revise certain procedures for the review conditional use permit applications in neighborhood commercial districts.

llowing this page are the proposed NCRS map changes. Figures 1 through 24 ndicate existing and proposed zoning for neighborhood commercial areas hroughout San Francisco.

llowing Figures 1-24, on pages II-30 and 31, is a summary chart of existing ning controls for C-1, C-2, C-1/C-2 districts with Special Use Districts, M, RC-1, RC-2, and RC-3 districts. These are the existing zoning districts effect in the vast majority of areas proposed to be rezoned to NC. The scussions of the various general area and individual districts in the tting and Impacts Chapter (pages III-1 to III-209) refer to this chart.





NCRS

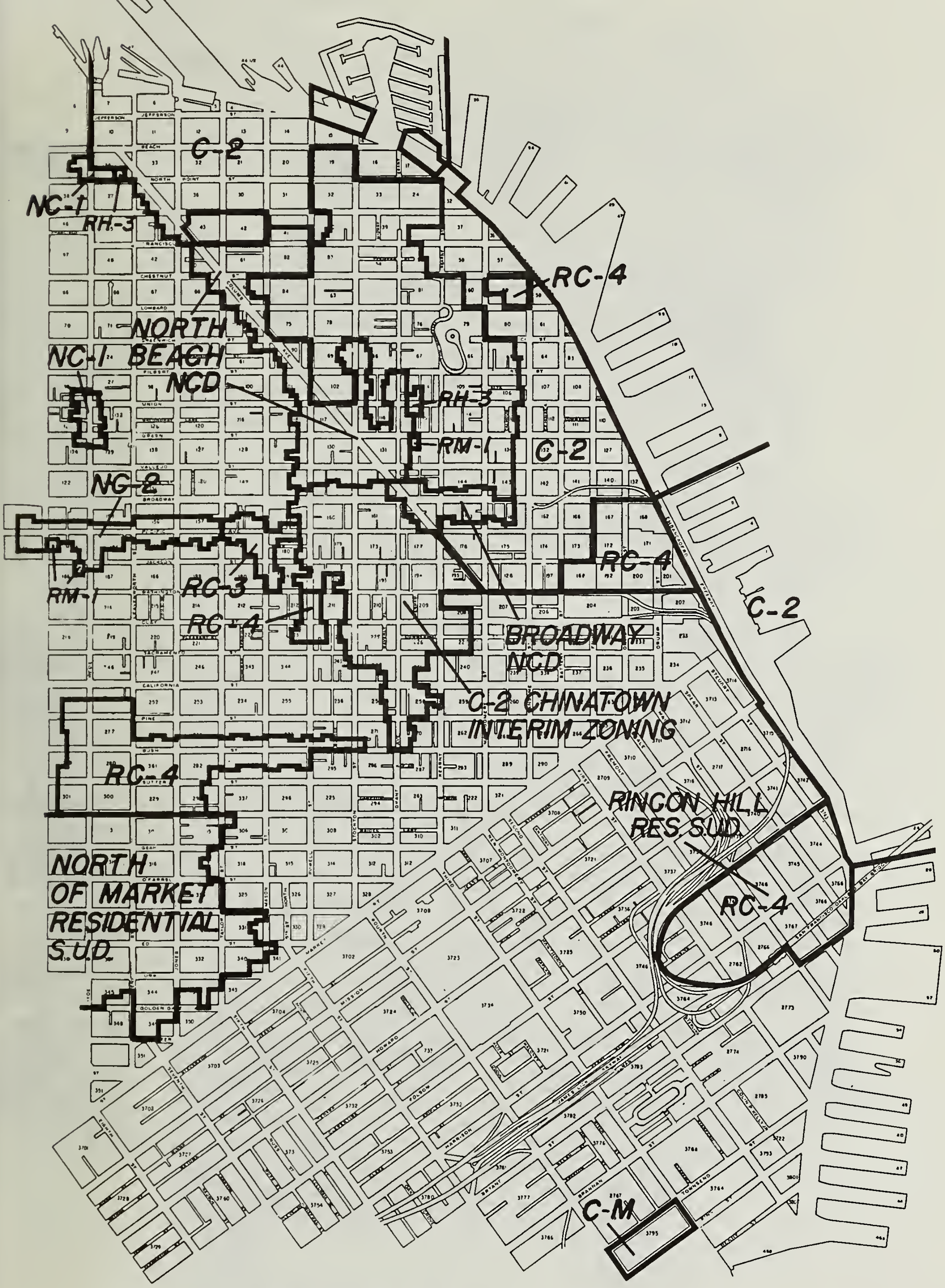
EXISTING ZONING
(Schematic Boundary Only)

C-1 C-2 C-M
Commercial Districts

RC-1 RC-2 RC-3 RC-4
Residential-Commercial Combined Districts

Figure 1

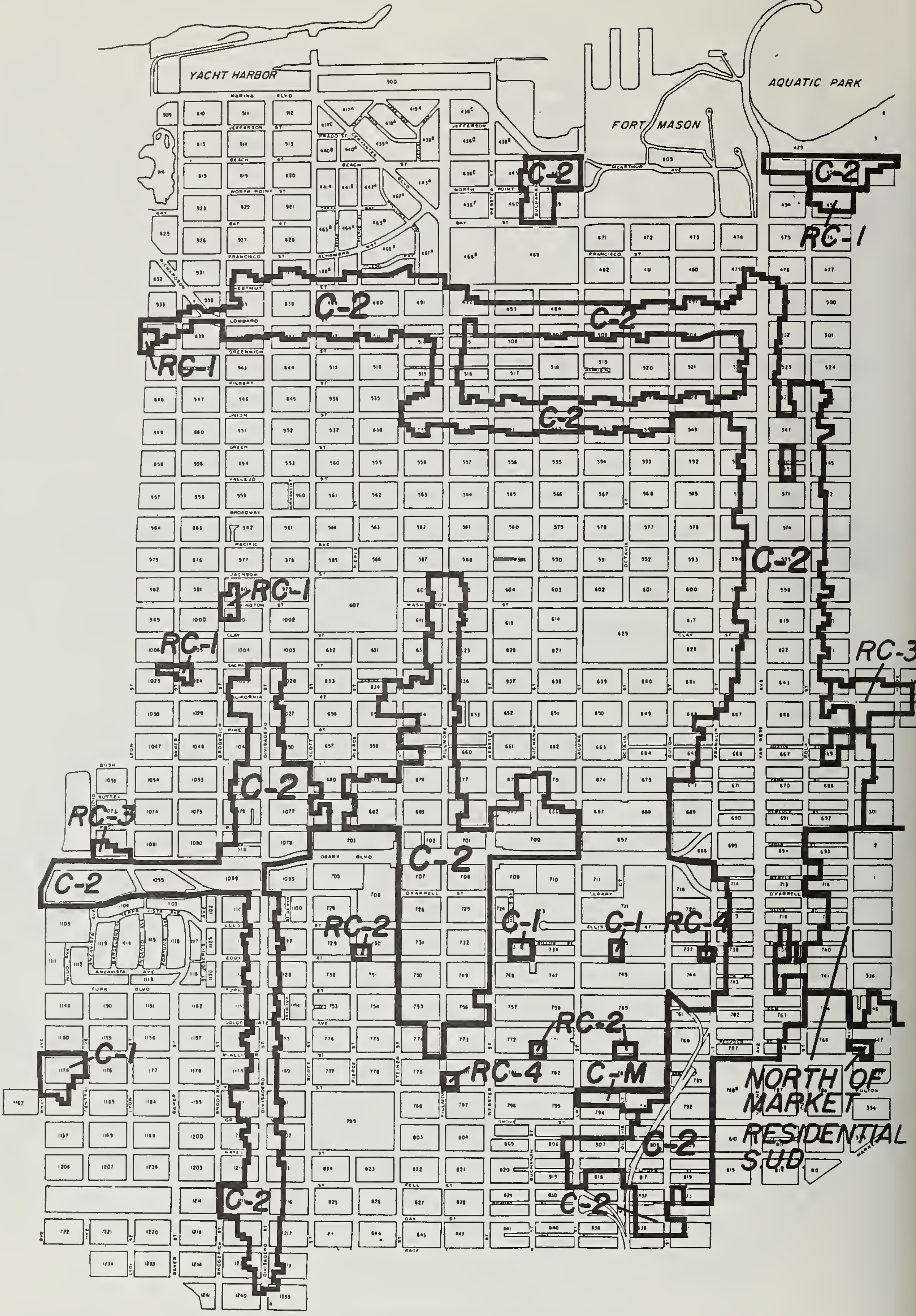
0 900

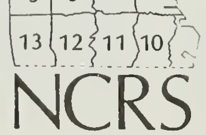


PROPOSED ZONING
(Schematic Boundary Only)

NC-1 NC-2 NC-3 NC-S NCD
Neighborhood Commercial Districts
C-2 C-M
Commercial Districts
RC-3 RC-4
Residential-Commercial Districts
RH-1 RH-2 RH-3 RM-1 RM-2 RM-3
Residential Districts

Figure 2





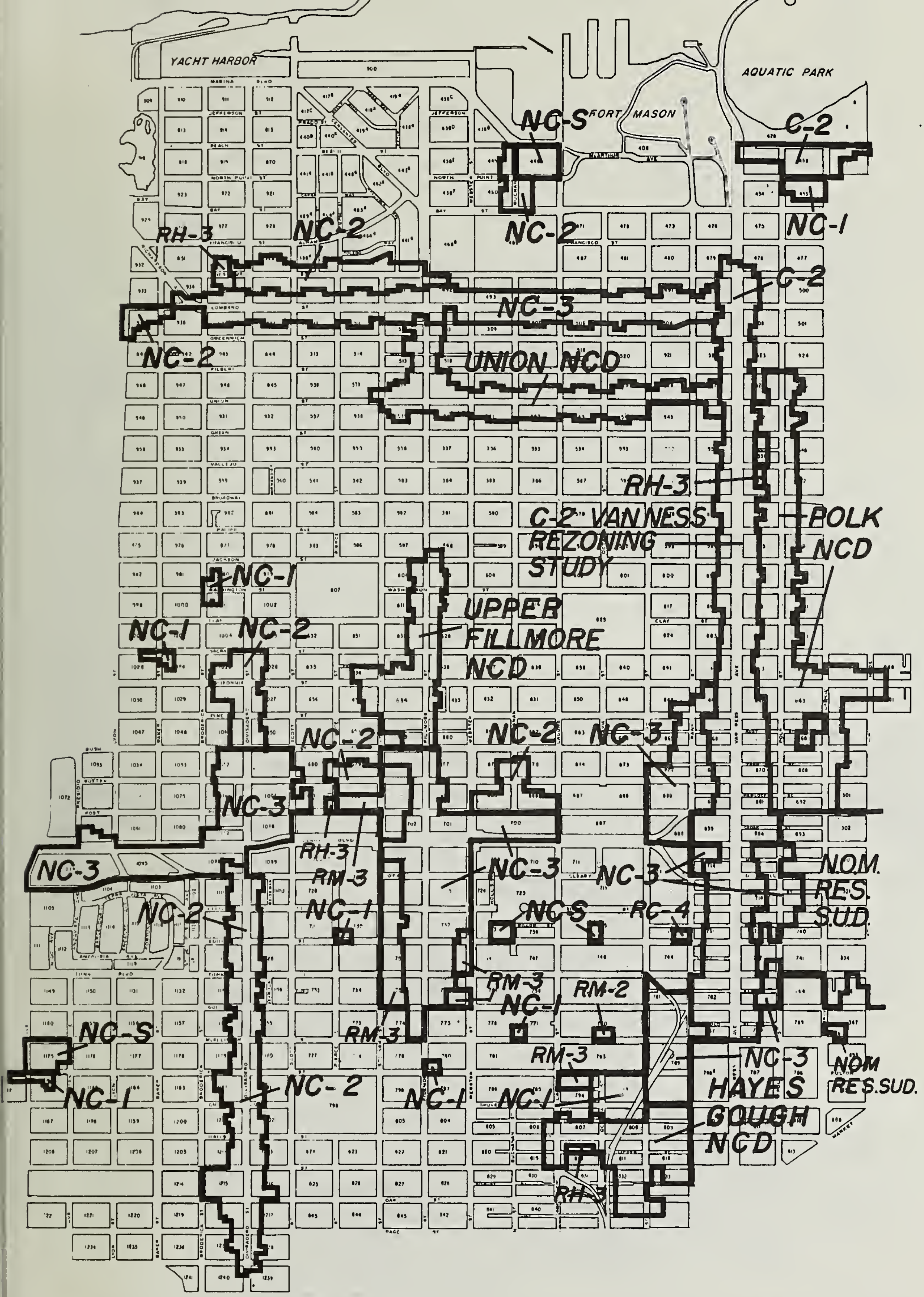
EXISTING ZONING
(Schematic Boundary Only)

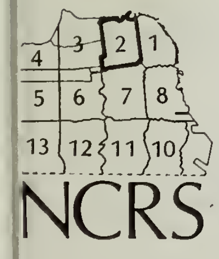
Figure 3

0 900

C-1 C-2 C-M
Commercial Districts

RC-1 RC-2 RC-3 RC-4
Residential-Commercial Combined Districts

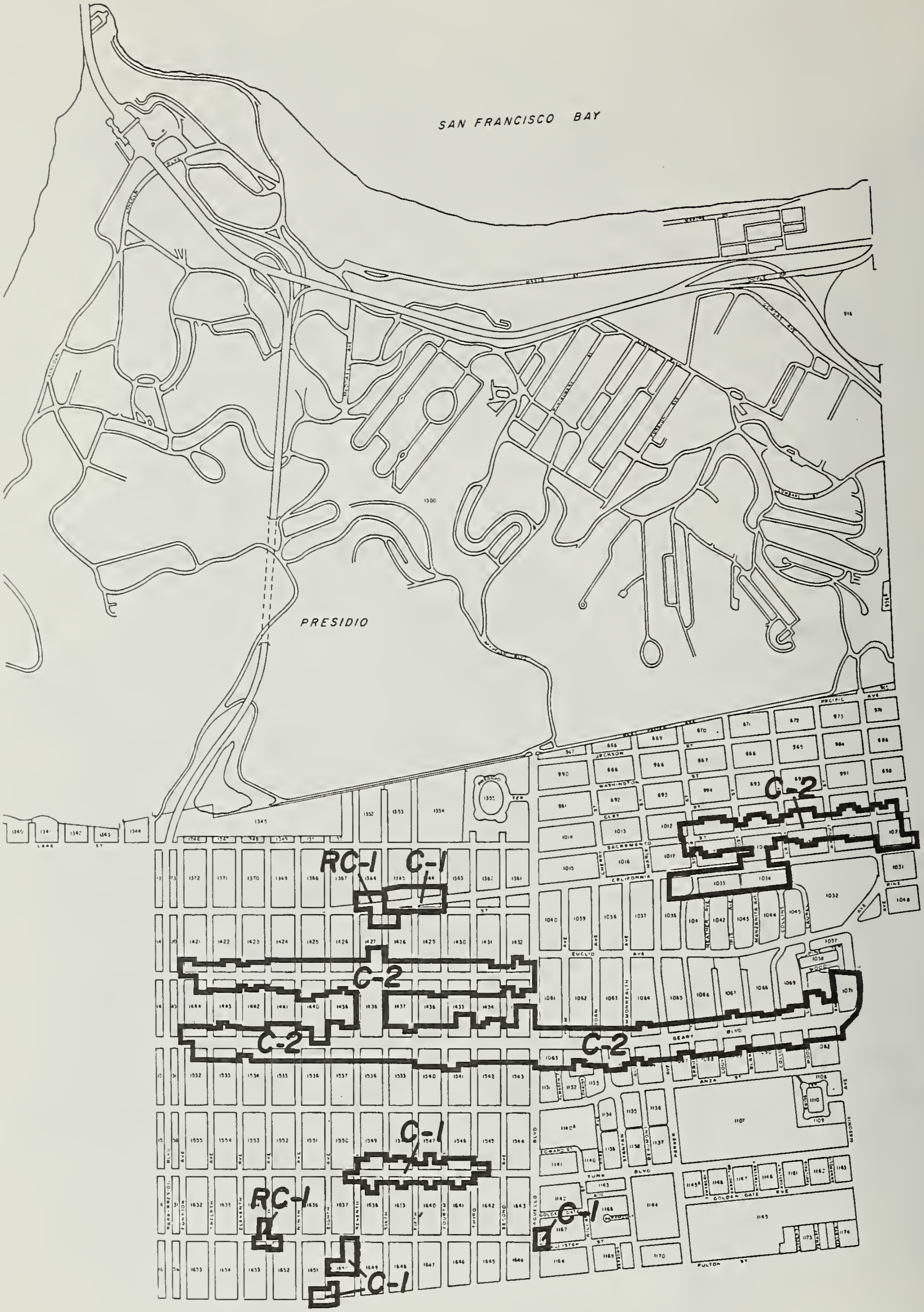




PROPOSED ZONING
(Schematic Boundary Only)

NC-1 NC-2 NC-3 NC-S NCD
Neighborhood Commercial Districts
C-2 C-M
Commercial Districts
RC-3 RC-4
Residential-Commercial Districts
RH-1 RH-2 RH-3 RM-1 RM-2 RM-3
Residential Districts

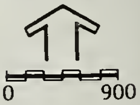
Figure 4



NCRS

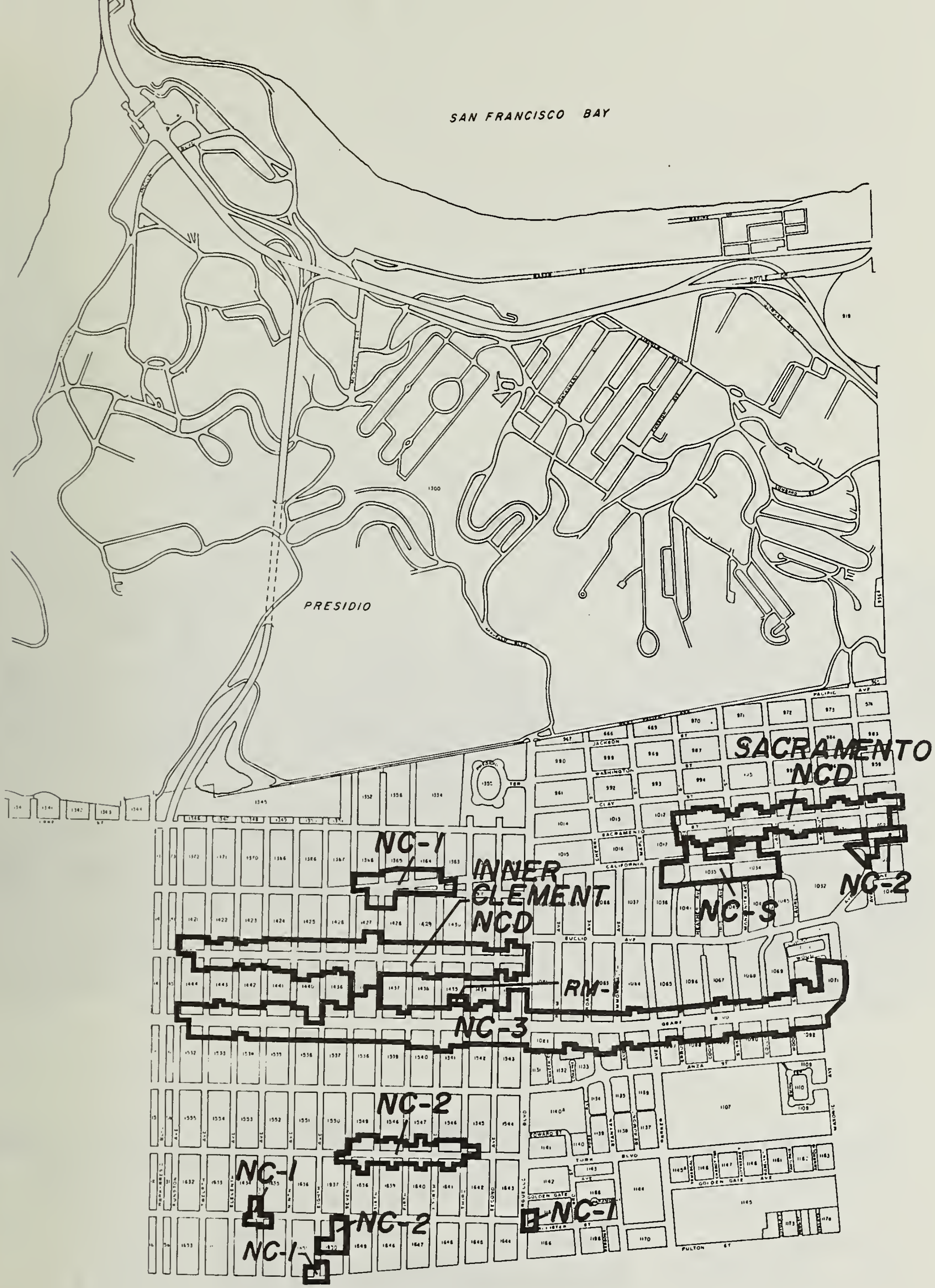
EXISTING ZONING
(Schematic Boundary Only)

Figure 5



C-1 C-2 C-M
Commercial Districts

RC-1 RC-2 RC-3 RC-4
Residential-Commercial Combined Districts

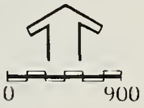


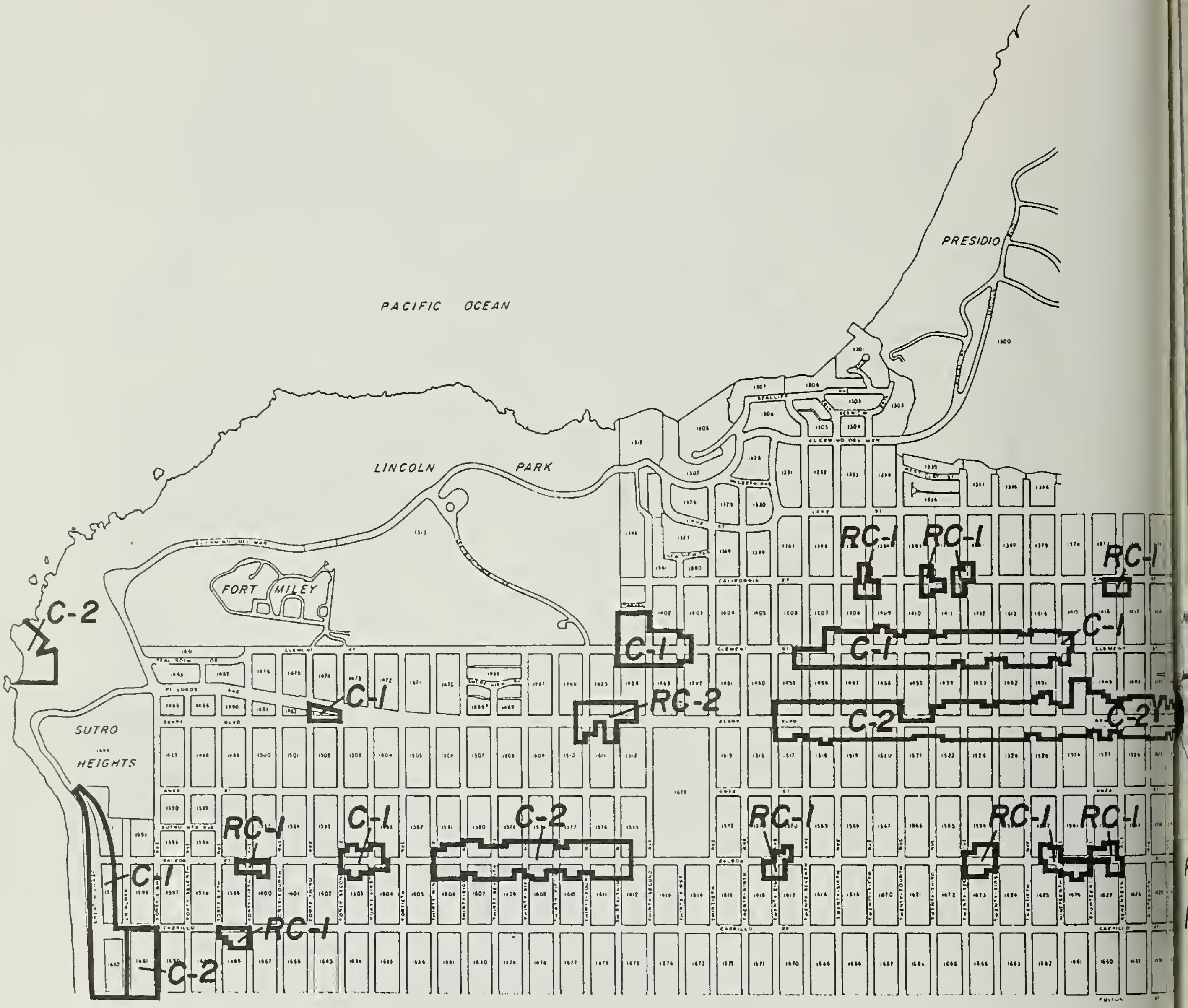
NCRS

PROPOSED ZONING
(Schematic Boundary Only)

NC-1 NC-2 NC-3 NC-S NCD
Neighborhood Commercial Districts
C-2 C-M
Commercial Districts
RC-3 RC-4
Residential-Commercial Districts
RH-1 RH-2 RH-3 RM-1 RM-2 RM-3
Residential Districts

Figure 6





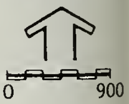
NCRS

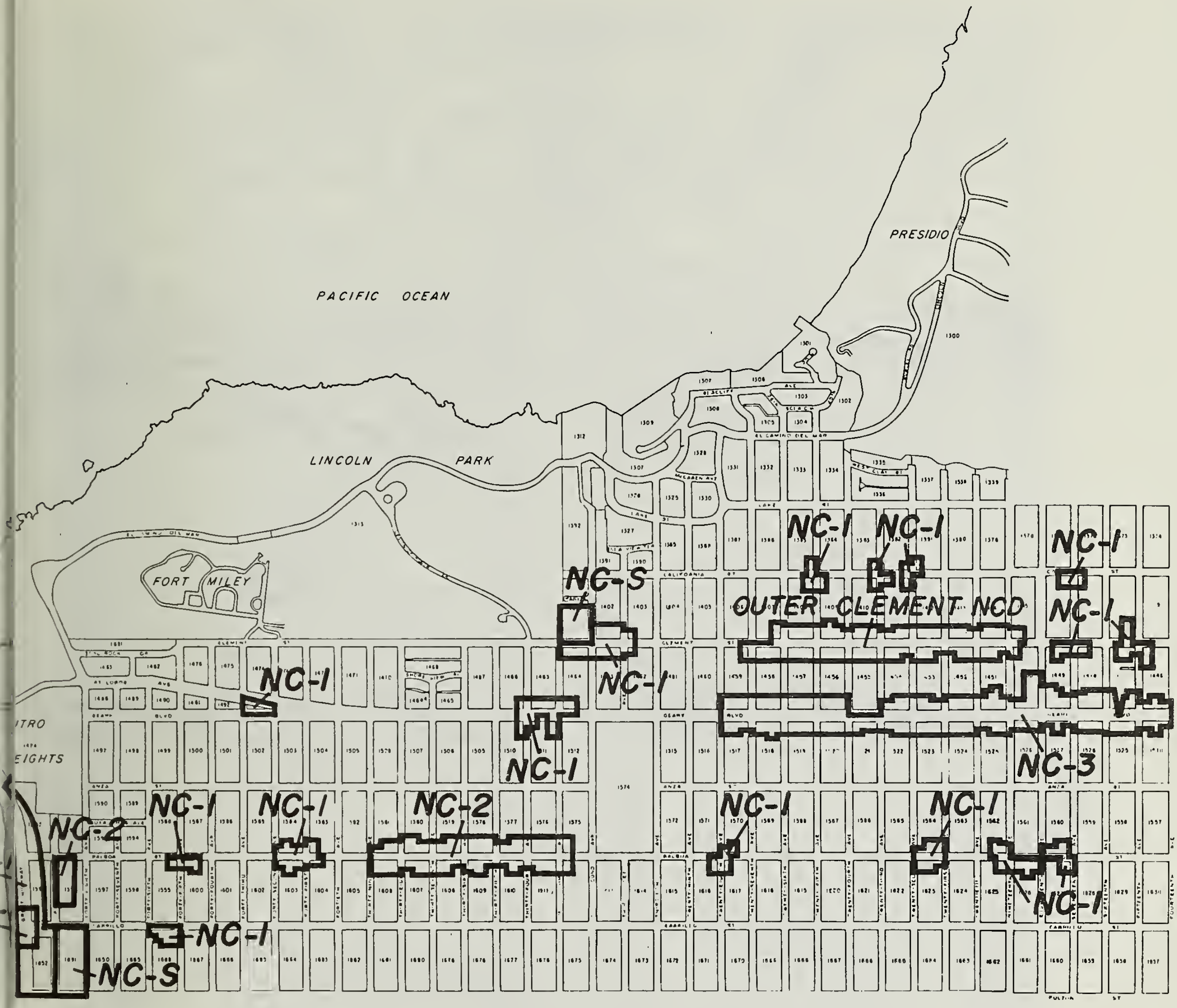
EXISTING ZONING
(Schematic Boundary Only)

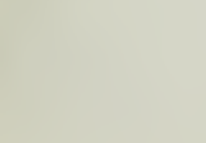
C-1 C-2 C-M
Commercial Districts

RC-1 RC-2 RC-3 RC-4
Residential-Commercial Combined Districts

Figure 7



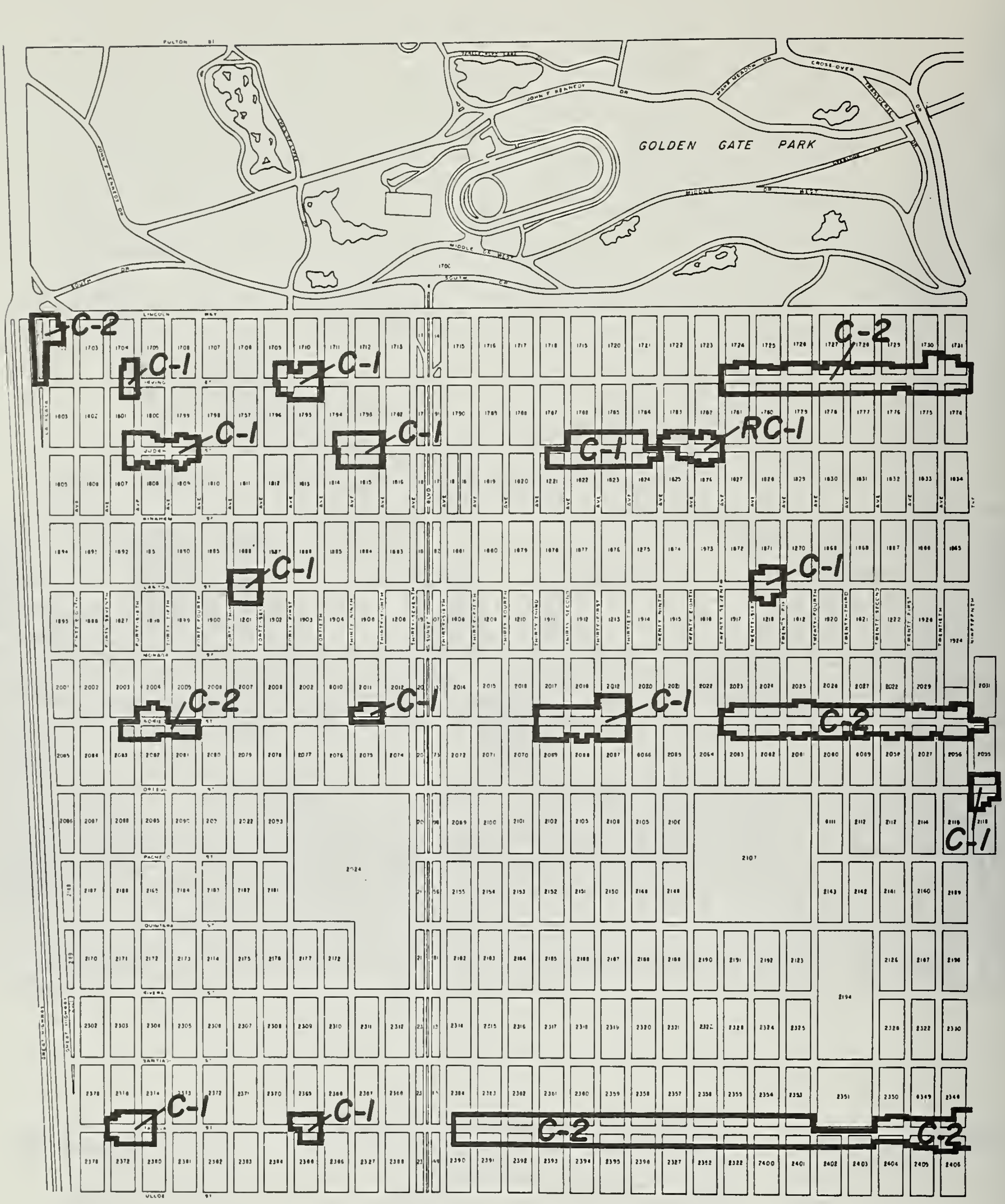




PROPOSED ZONING
(Schematic Boundary Only)

NC-1 NC-2 NC-3 NC-S NCD
Neighborhood Commercial Districts
C-2 C-M
Commercial Districts
RC-3 RC-4
Residential-Commercial Districts
RH-1 RH-2 RH-3 RM-1 RM-2 RM-3 P
Residential And Public Districts

Figure 8



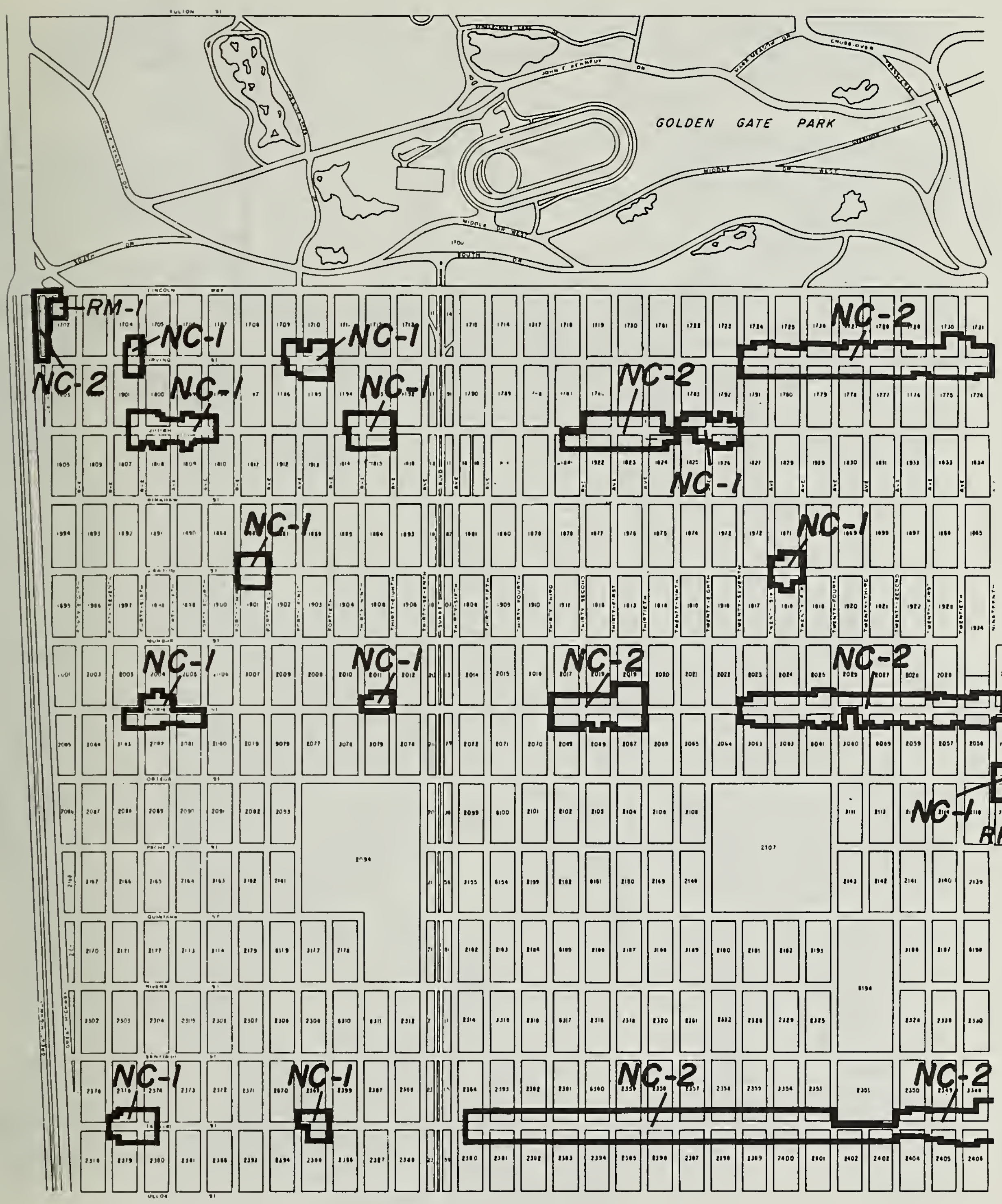
EXISTING ZONING
(Schematic Boundary Only)

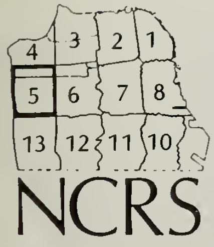
C-1 C-2 C-M
Commercial Districts

RC-1 RC-2 RC-3 RC-4
Residential-Commercial Combined Districts

Figure 9

0 900





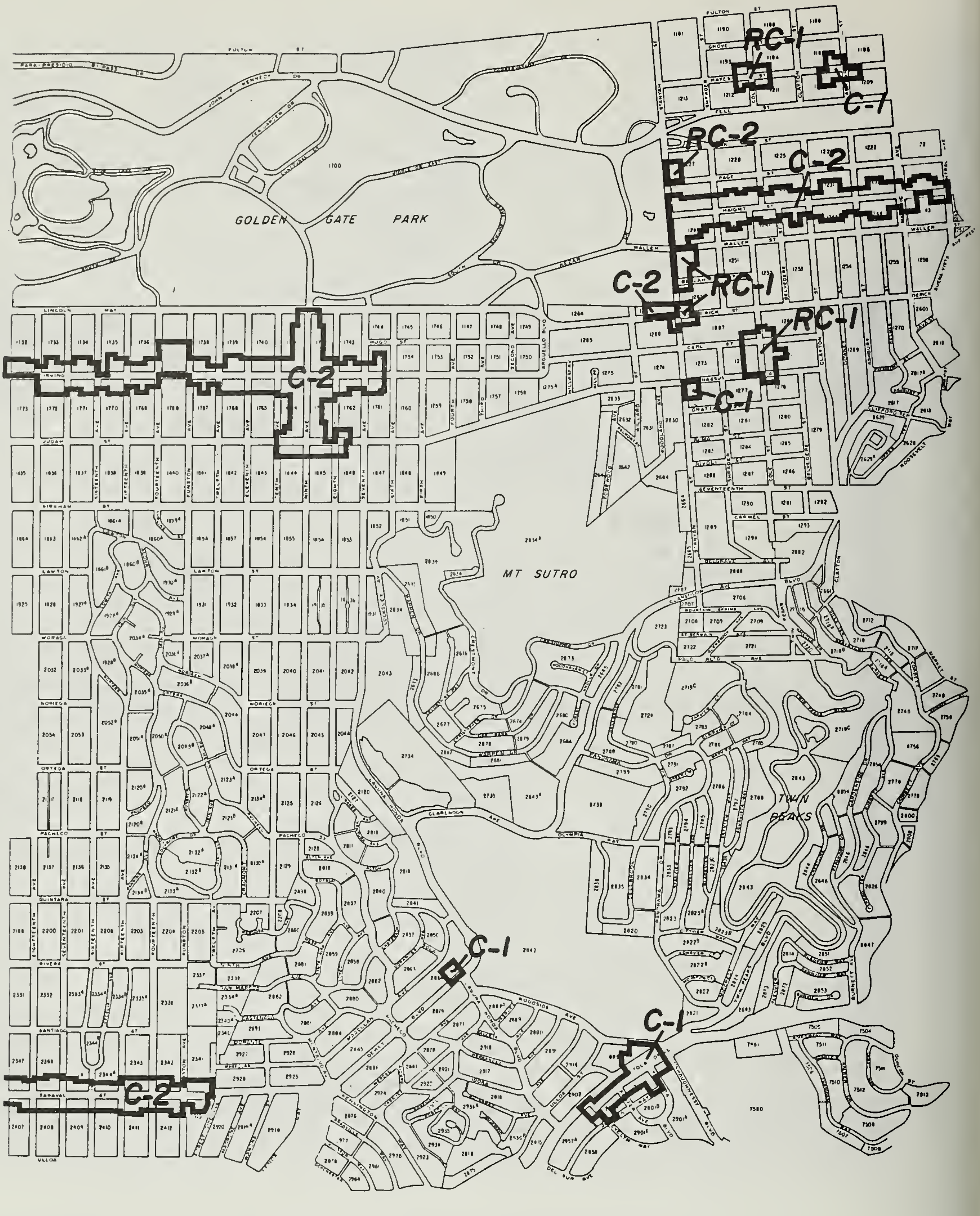
PROPOSED ZONING

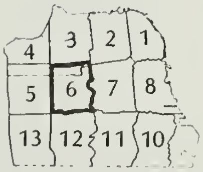
(Schematic Boundary Only)

NC-1 NC-2 NC-3 NC-S NCD
Neighborhood Commercial Districts
C-2 C-M
Commercial Districts
RC-3 RC-4
Residential-Commercial Districts
RH-1 RH-2 RH-3 RM-1 RM-2 RM-3
Residential Districts

Figure 10

0 900





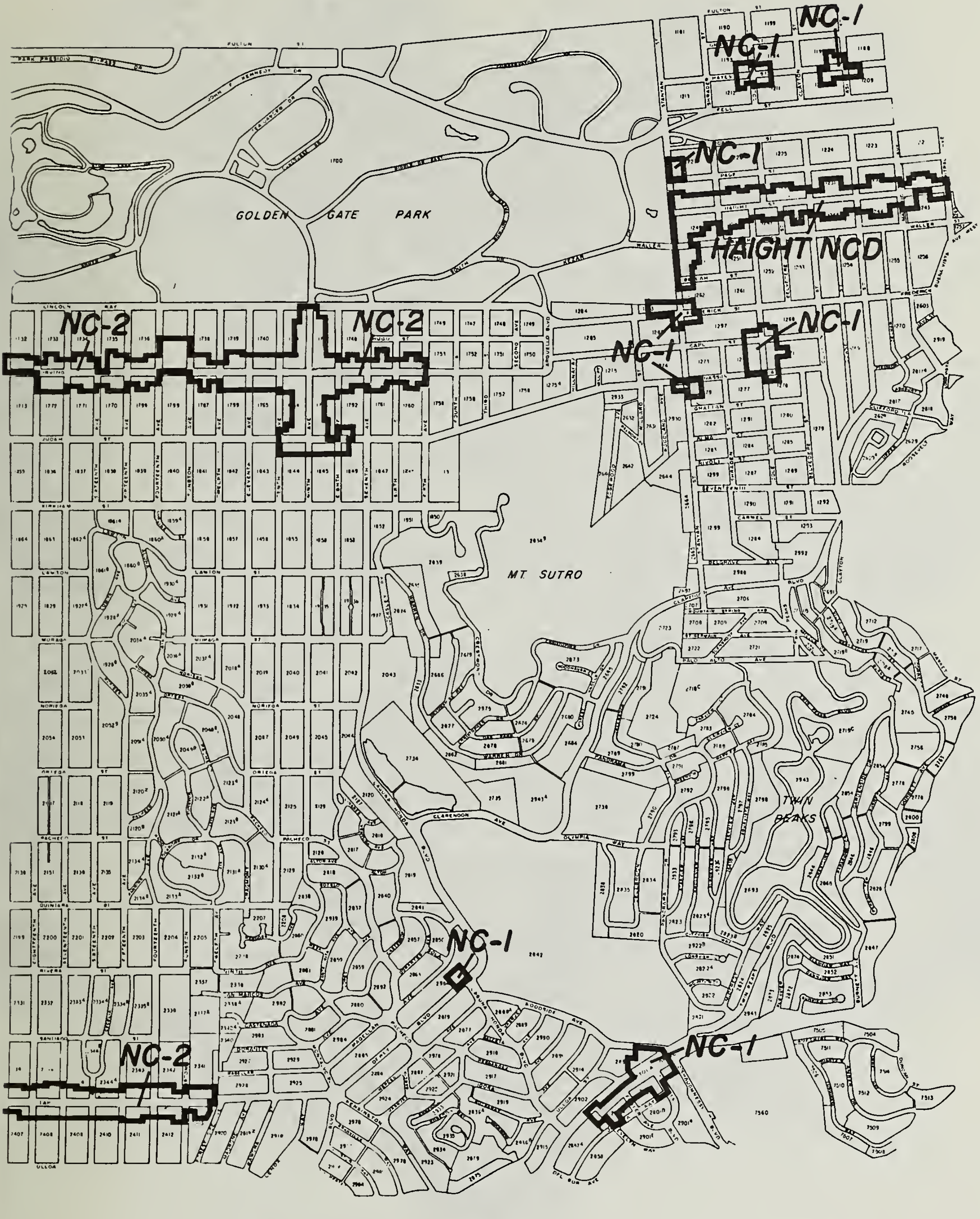
NCRS

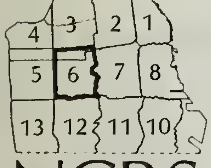
EXISTING ZONING
(Schematic Boundary Only)

Figure 11

C-1 C-2 C-M
Commercial Districts

RC-1 RC-2 RC-3 RC-4
Residential-Commercial Combined Districts



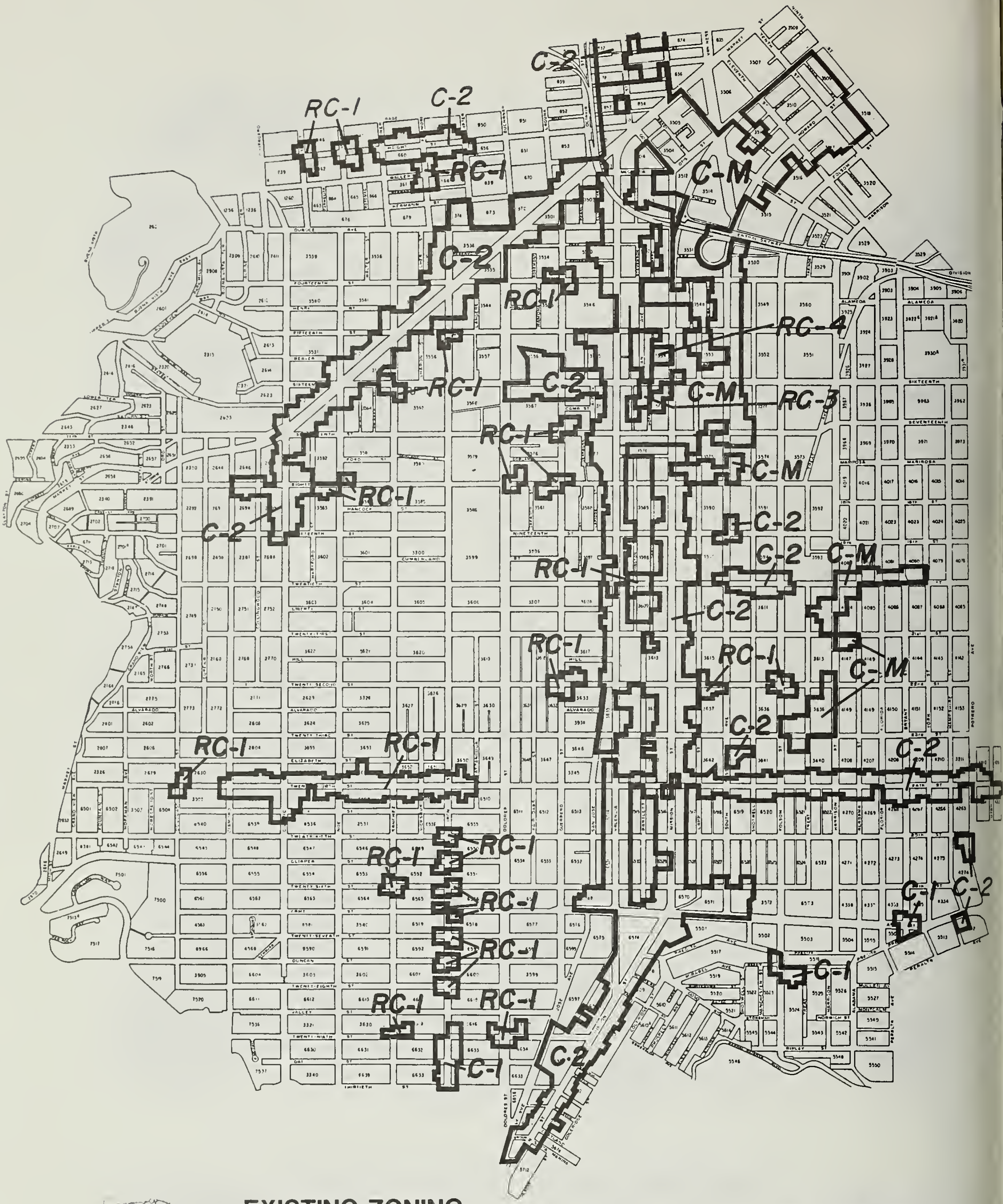


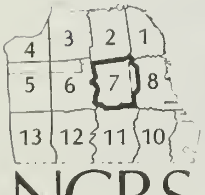
NCRS

PROPOSED ZONING
(Schematic Boundary Only)

NC-1 NC-2 NC-3 NC-S NCD
Neighborhood Commercial Districts
C-2 C-M
Commercial Districts
RC-3 RC-4
Residential-Commercial Districts
RH-1 RH-2 RH-3 RM-1 RM-2 RM-3
Residential Districts

Figure 12





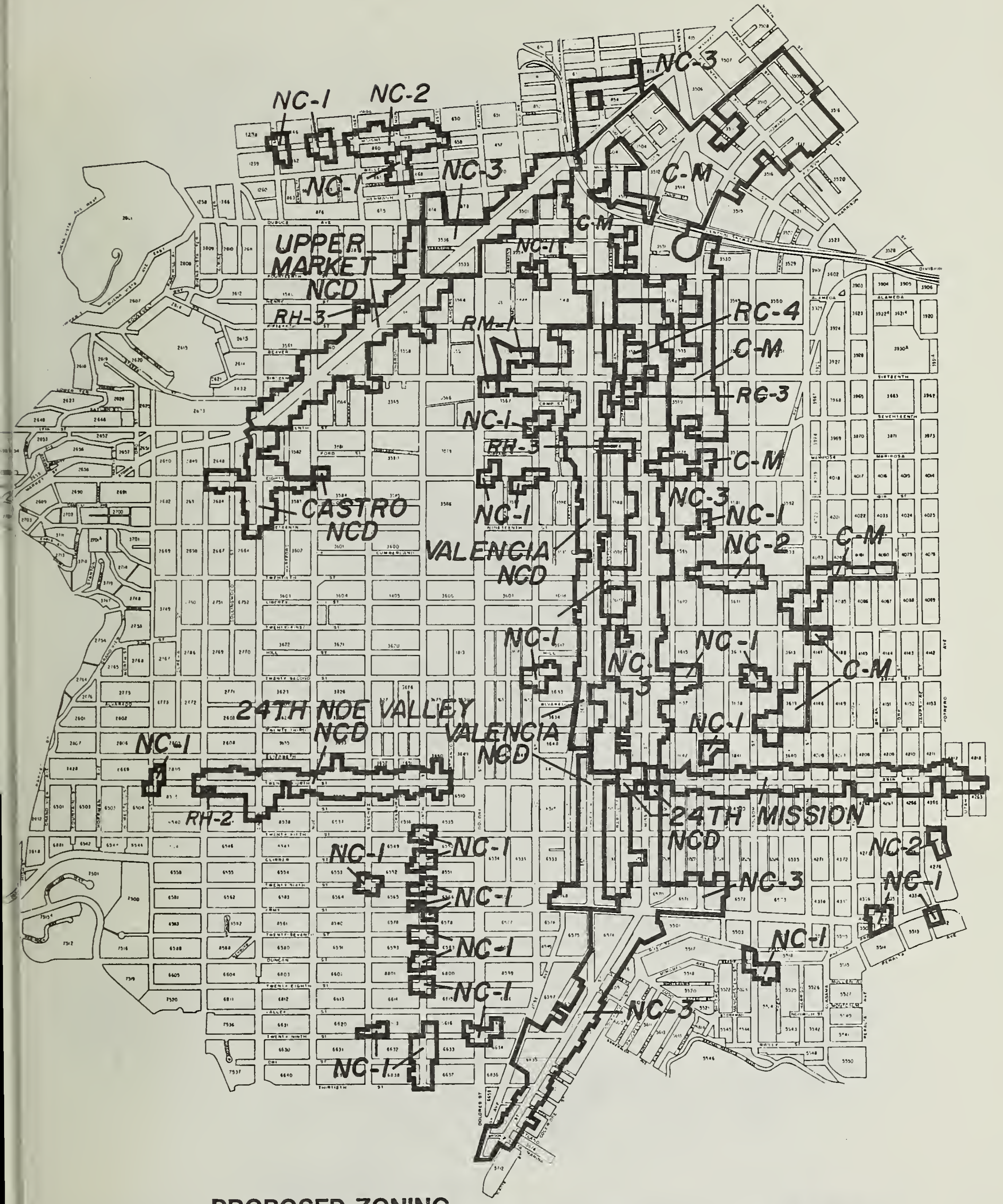
NCRS

EXISTING ZONING
(Schematic Boundary Only)

C-1 C-2 C-M
Commercial Districts

RC-1 RC-2 RC-3 RC-4
Residential-Commercial Combined Districts

Figure 13

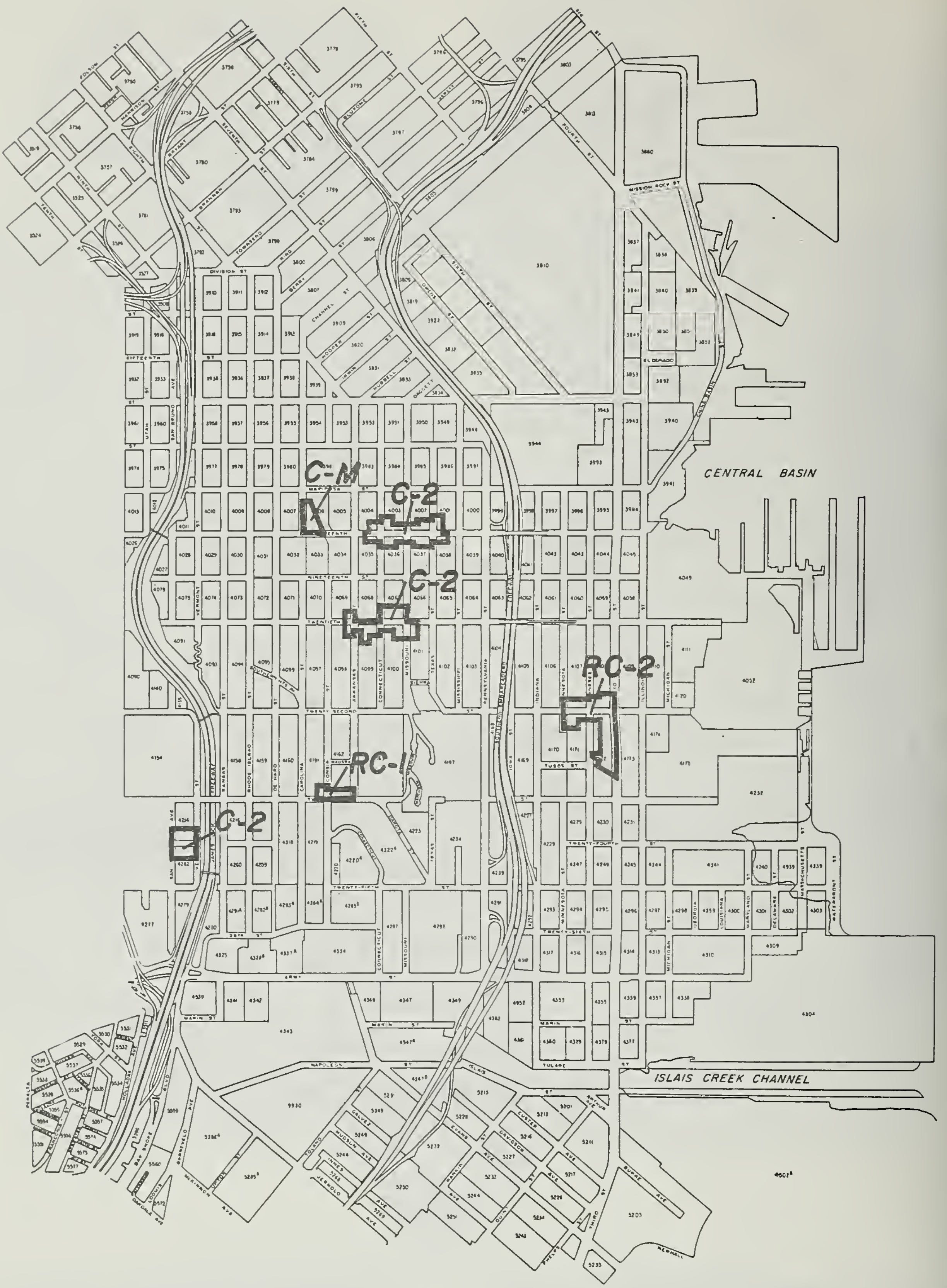


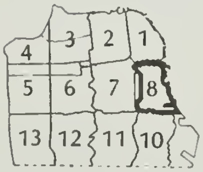
NCRS

PROPOSED ZONING
(Schematic Boundary Only)

NC-1 NC-2 NC-3 NC-S NCD
Neighborhood Commercial Districts
C-2 C-M
Commercial Districts
RC-3 RC-4
Residential-Commercial Districts
RH-1 RH-2 RH-3 RM-1 RM-2 RM-3
Residential Districts

Figure 14





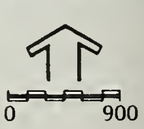
NCRS

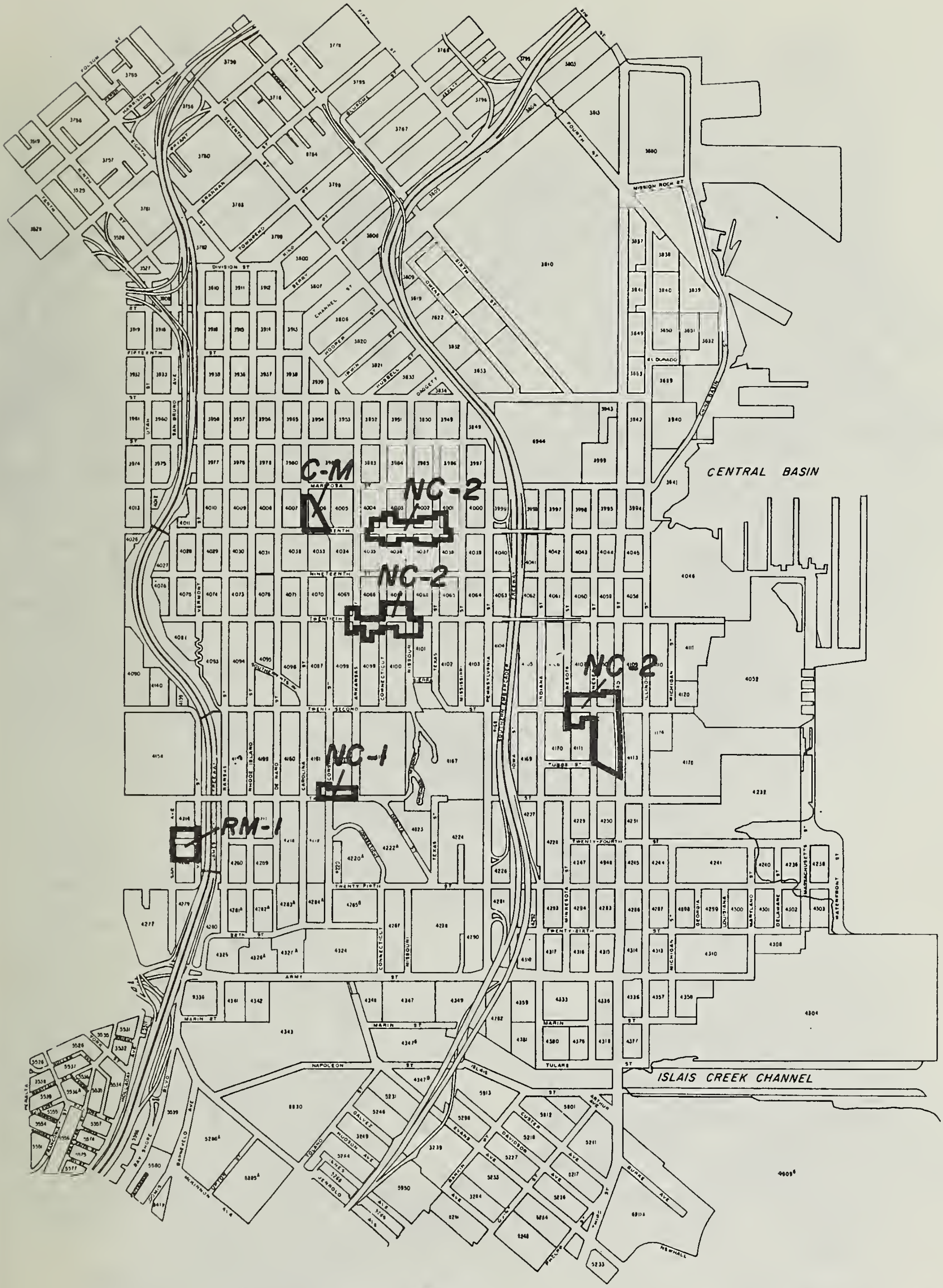
EXISTING ZONING
(Schematic Boundary Only)

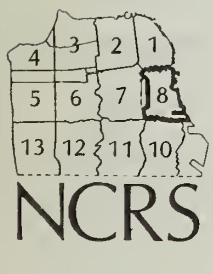
Figure 15

C-1 C-2 C-M
Commercial Districts

RC-1 RC-2 RC-3 RC-4
Residential-Commercial Combined Districts





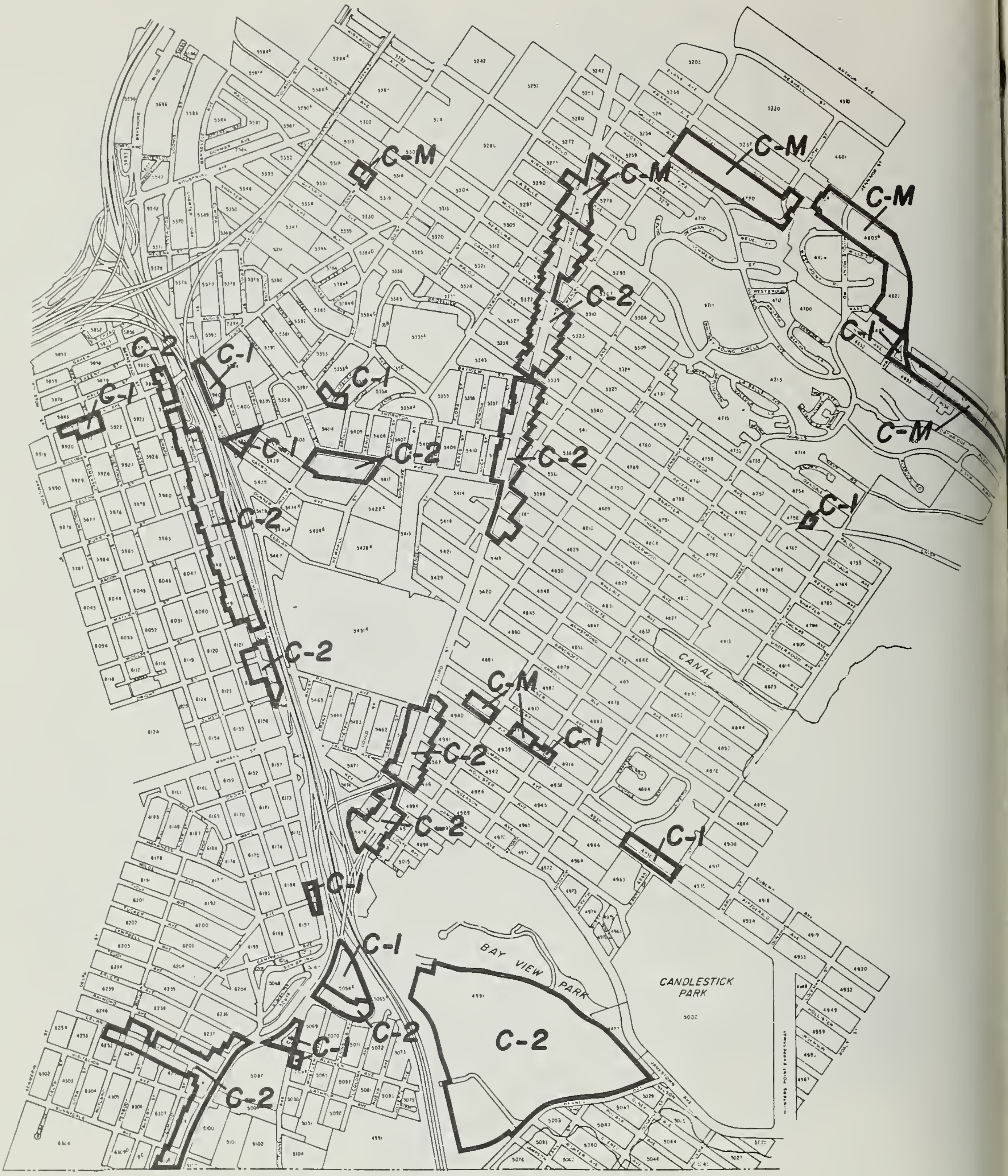


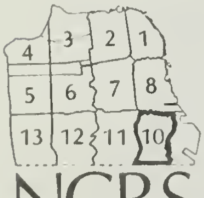
PROPOSED ZONING
(Schematic Boundary Only)

NC-1 NC-2 NC-3 NC-S NCD
Neighborhood Commercial Districts
C-2 C-M
Commercial Districts
RC-3 RC-4
Residential-Commercial Districts
RH-1 RH-2 RH-3 RM-1 RM-2 RM-3
Residential Districts

Figure 16

0 900





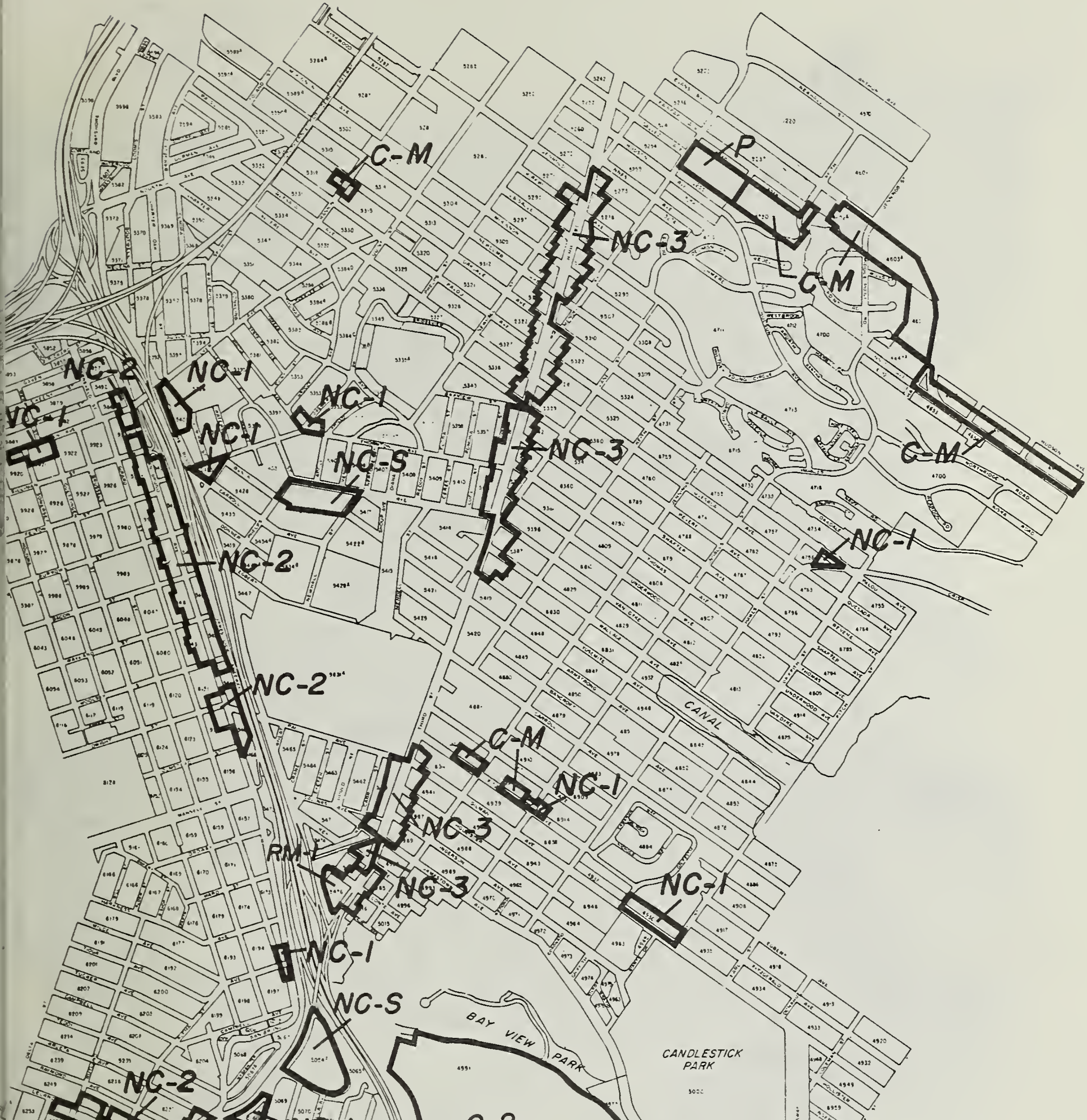
NCRS

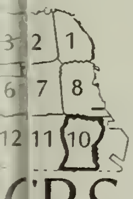
EXISTING ZONING
(Schematic Boundary Only)

Figure 17

C-1 C-2 C-M
Commercial Districts

RC-1 RC-2 RC-3 RC-4
Residential-Commercial Combined Districts





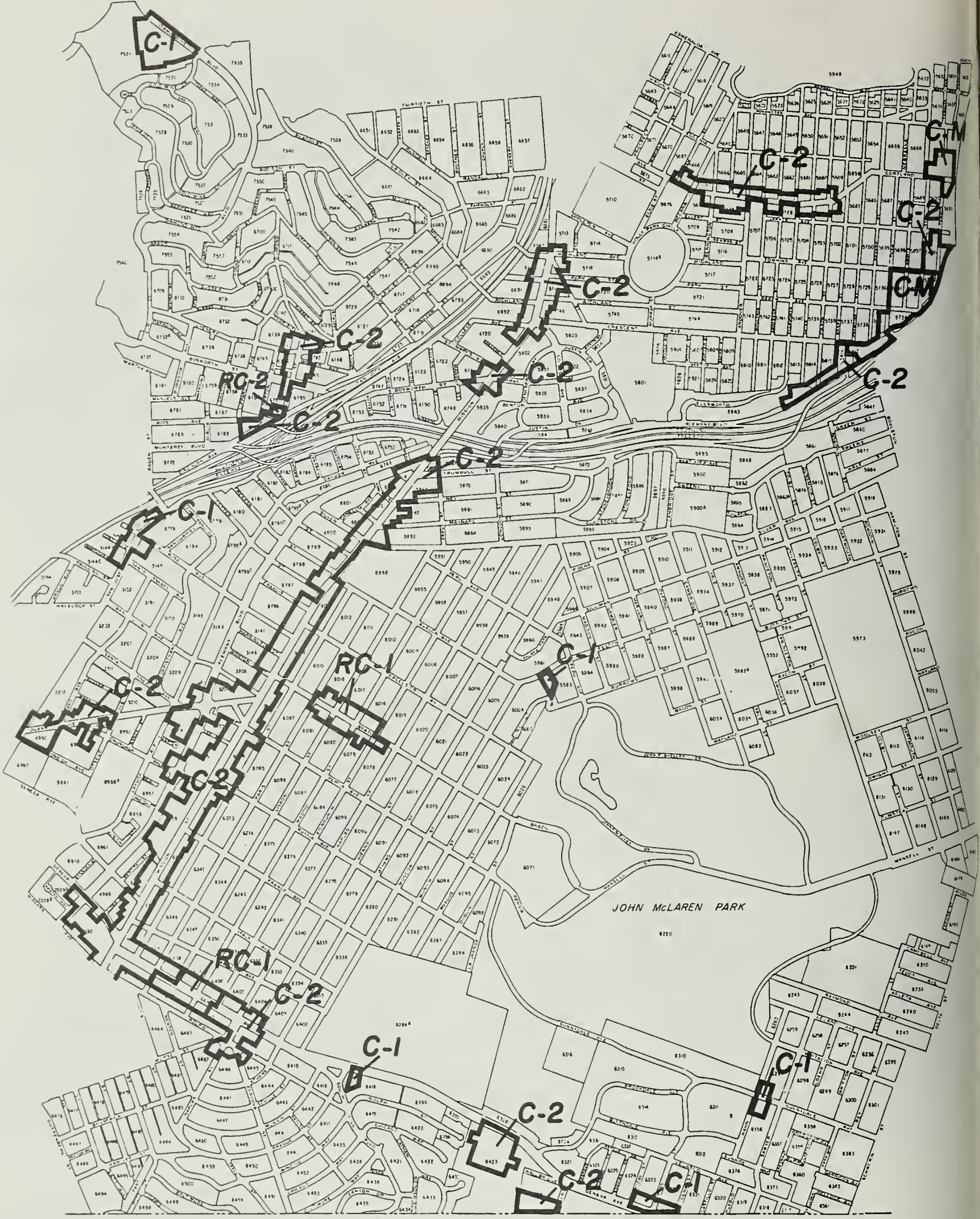
CRS

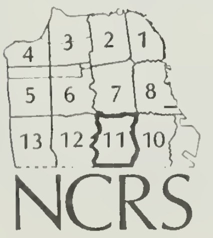
PROPOSED ZONING
(Schematic Boundary Only)

NC-1 NC-2 NC-3 NC-S NCD
Neighborhood Commercial Districts
C-2 C-M
Commercial Districts
RC-3 RC-4
Residential-Commercial Districts
RH-1 RH-2 RH-3 RM-1 RM-2 RM-3 P
Residential Districts

Figure 18

0 900





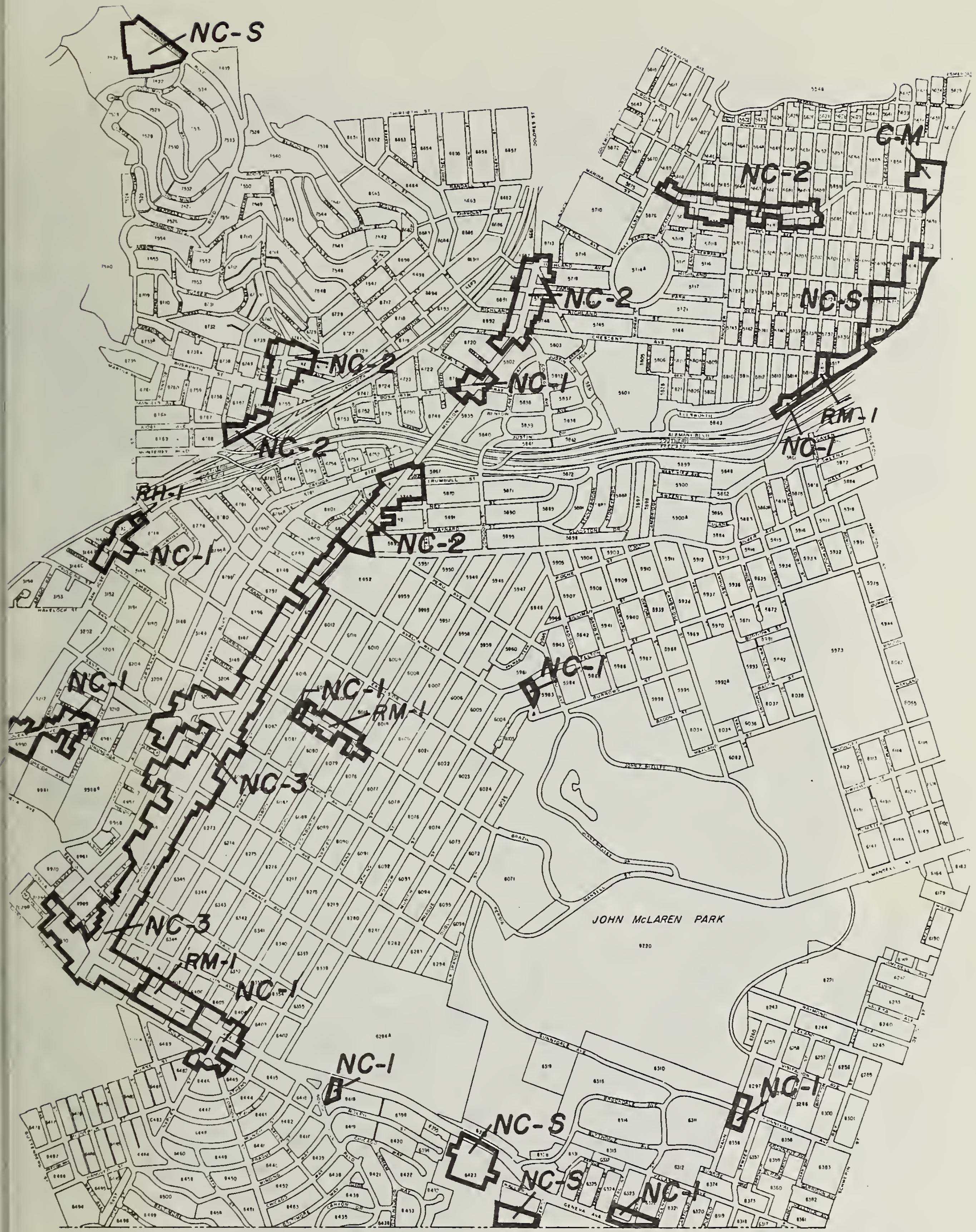
EXISTING ZONING
(Schematic Boundary Only)

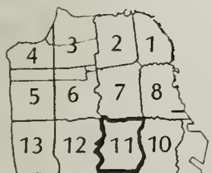
C-1 C-2 C-M
Commercial Districts

RC-1 RC-2 RC-3 RC-4
Residential-Commercial Combined Districts

Figure 19

0 900



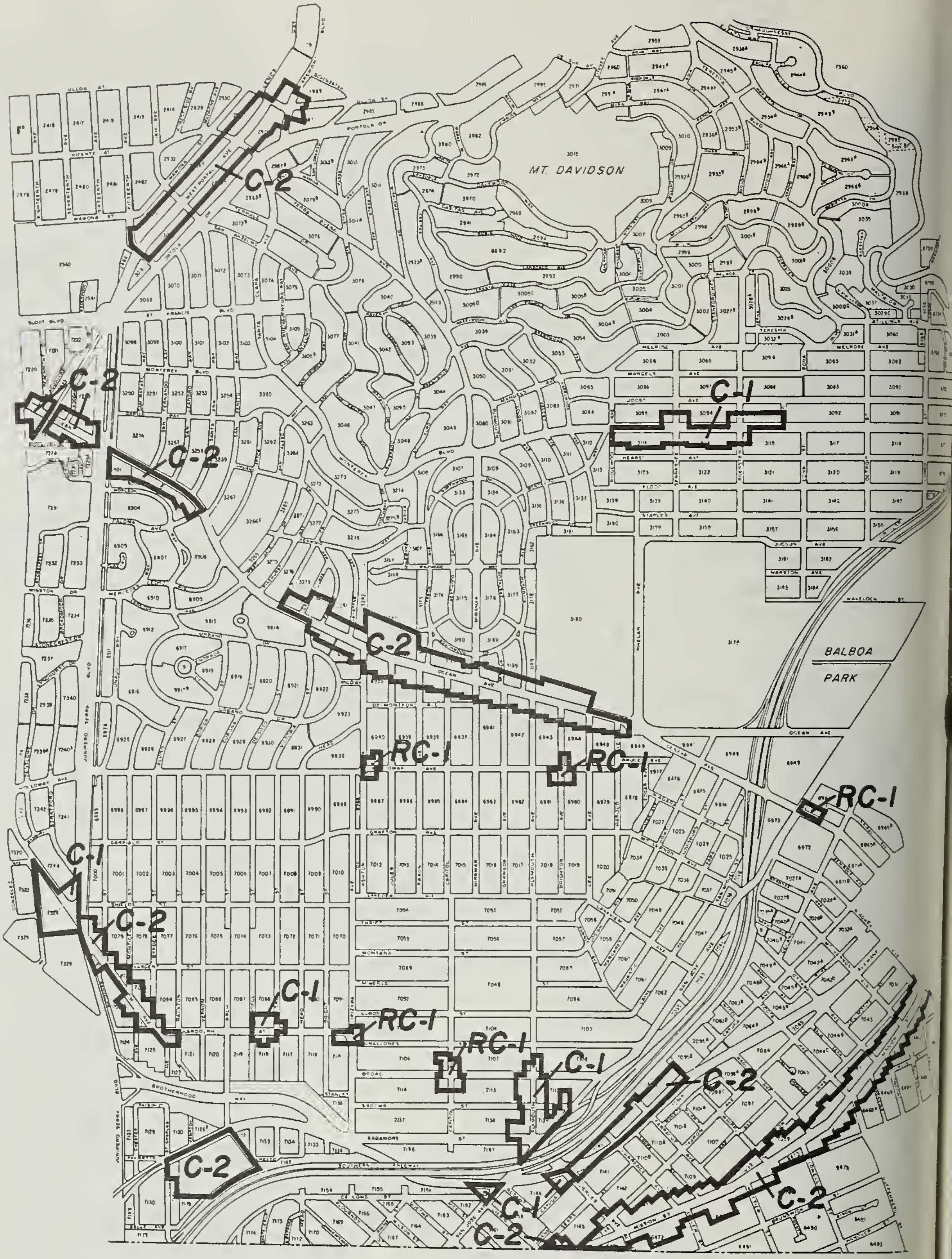


NCRS

PROPOSED ZONING
(Schematic Boundary Only)

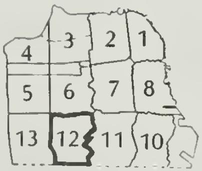
NC-1 NC-2 NC-3 NC-S NCD
Neighborhood Commercial Districts
C-2 C-M
Commercial Districts
RC-3 RC-4
Residential-Commercial Districts
RH-1 RH-2 RH-3 RM-1 RM-2 RM-3
Residential Districts

Figure 20



EXISTING ZONING

(Schematic Boundary Only)



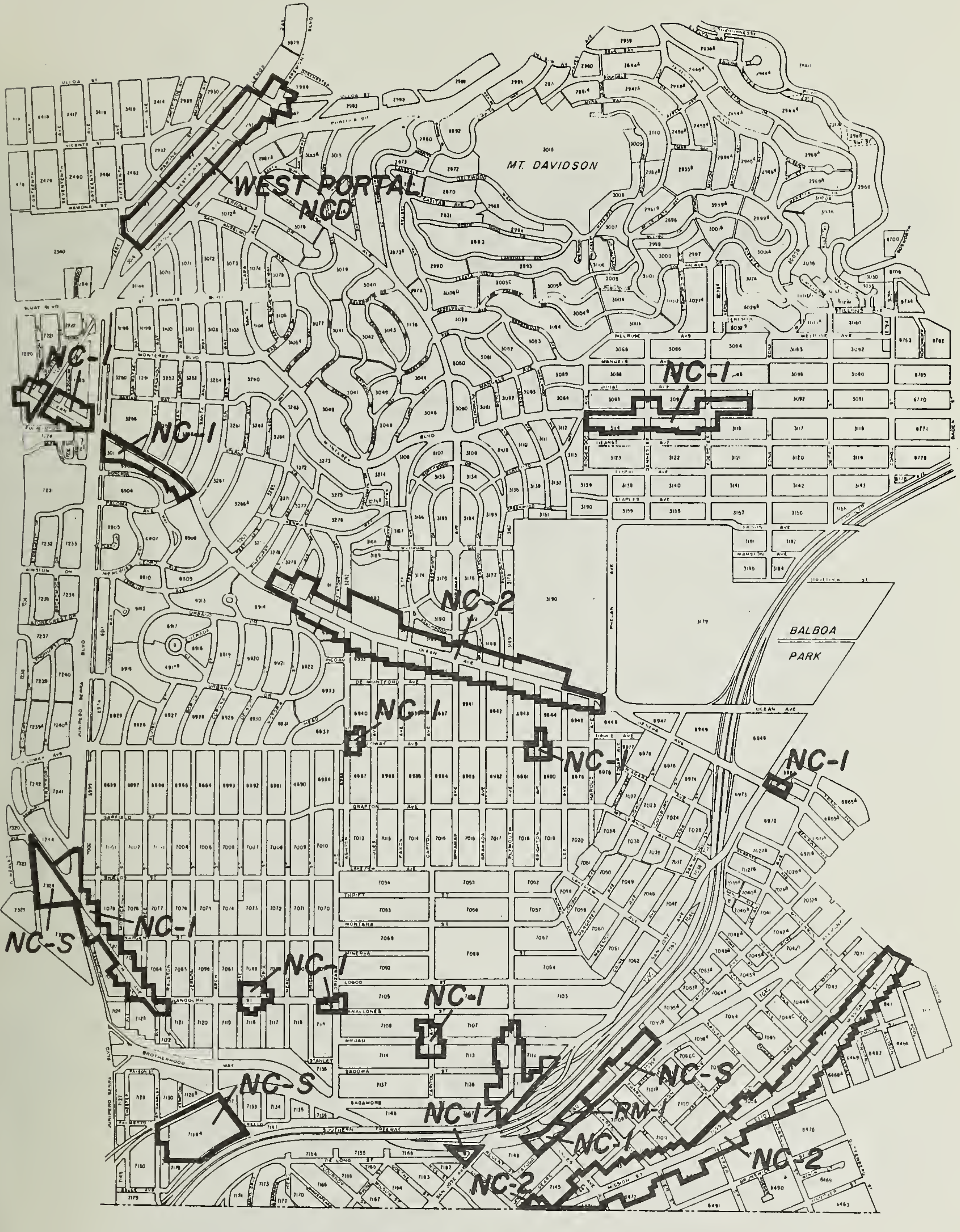
NCRS

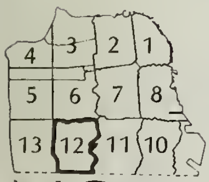
C-1 C-2 C-M
Commercial Districts

RC-1 RC-2 RC-3 RC-4
Residential-Commercial Combined Districts

Figure 21

0 900



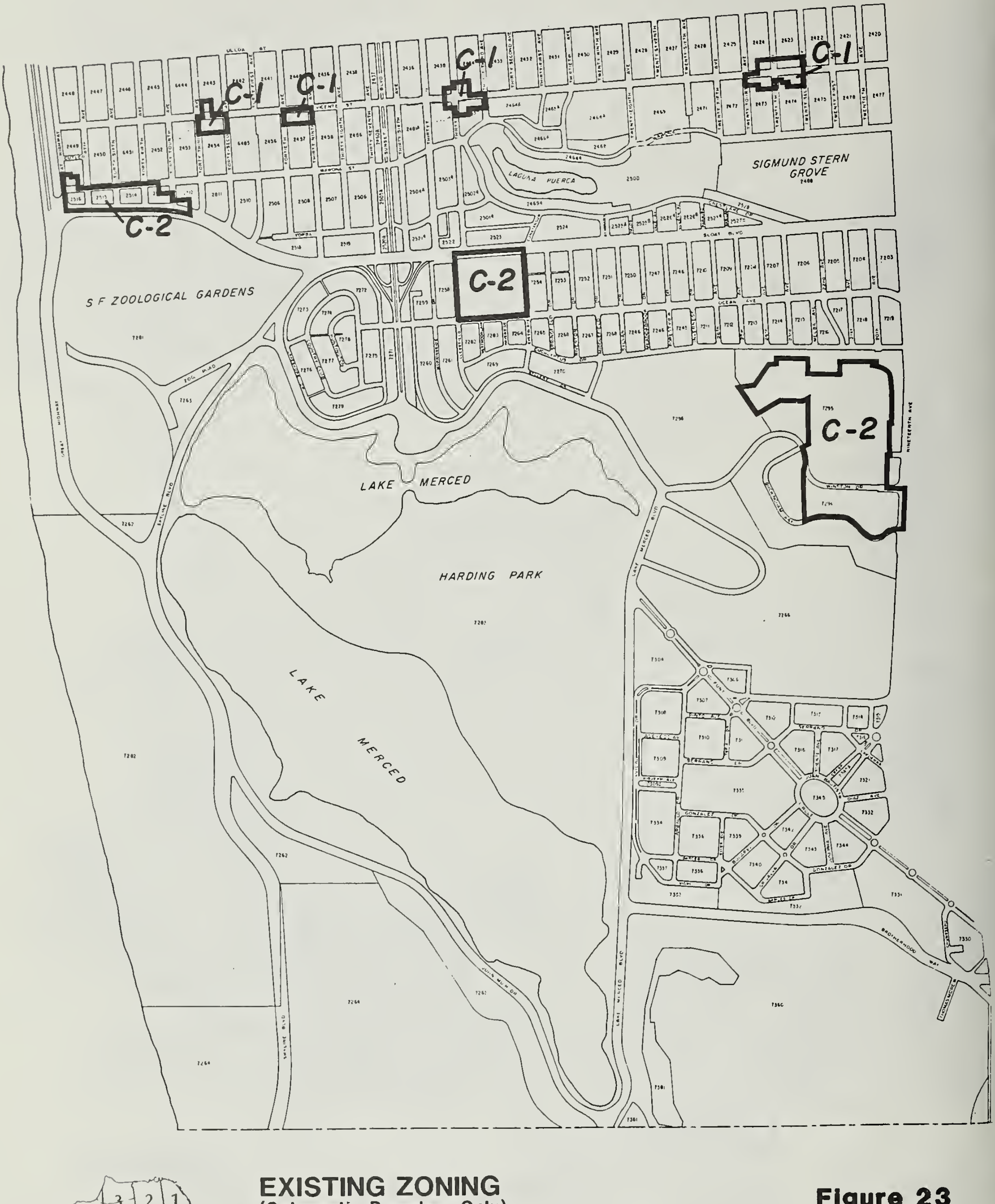


NCRS

PROPOSED ZONING
(Schematic Boundary Only)

NC-1 NC-2 NC-3 NC-S NCD
Neighborhood Commercial Districts
C-2 C-M
Commercial Districts
RC-3 RC-4
Residential-Commercial Districts
RH-1 RH-2 RH-3 RM-1 RM-2 RM-3
Residential Districts

Figure 22

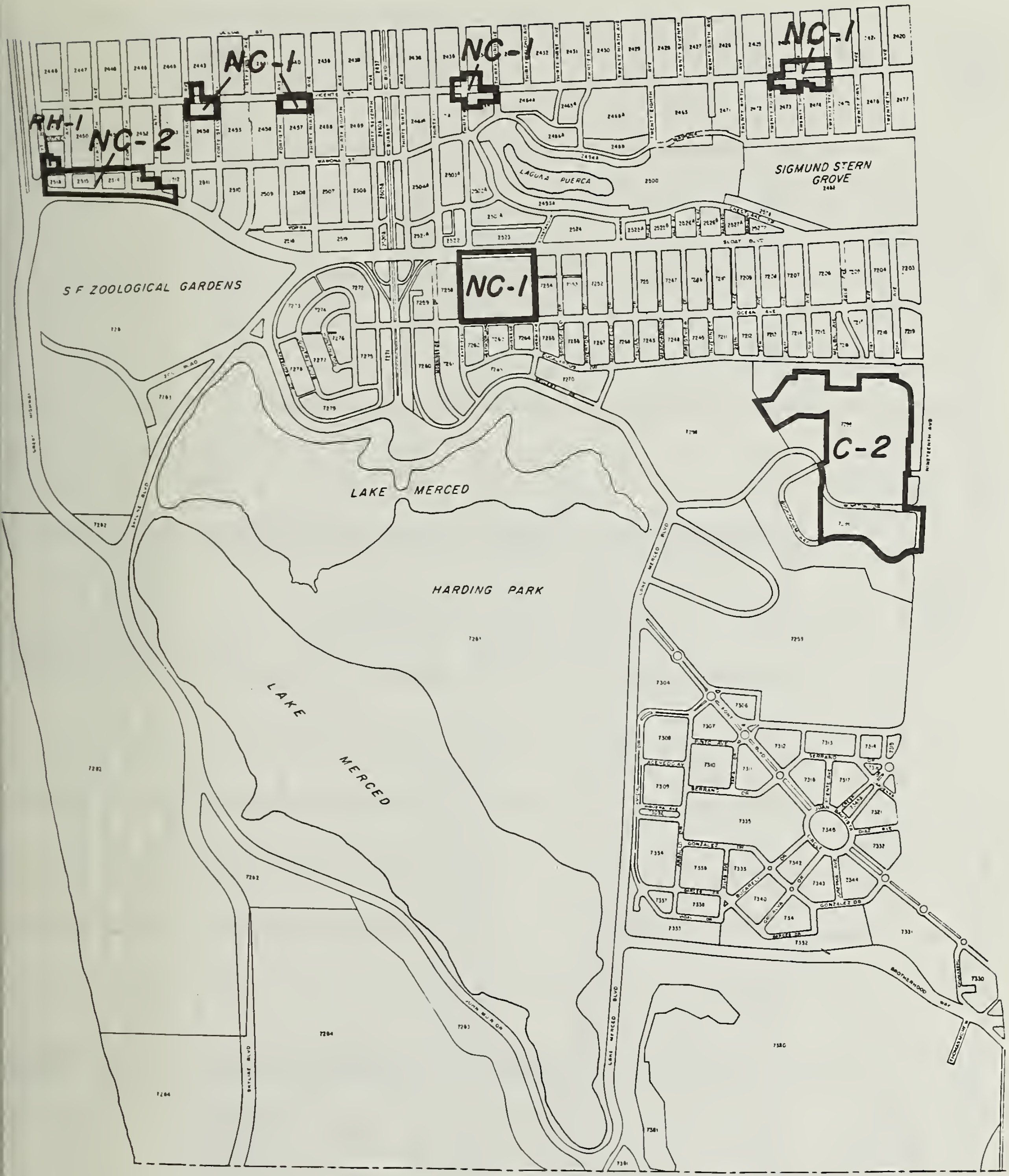


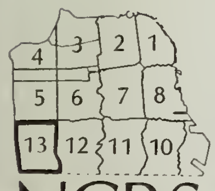
EXISTING ZONING
(Schematic Boundary Only)

Figure 23

C-1 C-2 C-M
Commercial Districts

RC-1 RC-2 RC-3 RC-4
Residential-Commercial Combined Districts





NCRS

PROPOSED ZONING
(Schematic Boundary Only)

NC-1 NC-2 NC-3 NC-S NCD
Neighborhood Commercial Districts
C-2 C-M
Commercial Districts
RC-3 RC-4
Residential-Commercial Districts
RH-1 RH-2 RH-3 RM-1 RM-2 RM-3
Residential Districts

Figure 24

TABLE II-1 EXISTING CONTROLS

EXISTING CONTROLS FOR C-1, C-2, C-M, C-2/SU, RC-1, RC-2, AND RC-3 DISTRICTS

SAN FRANCISCO
CITY PLANNING DEPARTMENT
NOVEMBER 1986

BUILDING STANDARDS

	Zoning Category	References	C-1	C-2	C-M	C-2/SU * DISTRICTS	References	RC-1	RC-2	RC-3
10	Height and Bulk	§§ 102.11,105, 106,250-252,260 270,271	Generally, 40-X See Zoning Map	Generally, 40-X See Zoning Map	Varies See Zoning Map	Generally, 40-X See Zoning Map	§§ 102.11,105, 106,250-252,260 270,271	Generally, 40-X See Zoning Map	Generally, 40-X See Zoning Map	Generally, 40-X See Zoning Map
11	Lot Size [Per Development]		NA	NA	NA	NA		NA	NA	NA
12	Rear Yard	§§ 130,134,136	Required at residential levels only	Required at residential levels only	Required at residential levels only	Required at residential levels only	§§ 130,134,136	Required at grade level and above	Required at residential levels only	Required at residential levels only
13	Street Frontage		NA	NA	NA	NA		NA	NA	NA
14	Awning	§ 136(c)12	P	P	P	P				
15	Canopy	§ 136(c)12	P	P	P	P				
16	Marquee	§ 136(c)12	P	P	P	P				
17	Street Trees	§ 143	Not Required	Not Required	Not Required	Not Required	§ 143	Required	Required	Required

COMMERCIAL AND INSTITUTIONAL STANDARDS AND USES

	Zoning Category	References	C-1	C-2	C-M	C-2/SU * DISTRICTS	References	RC-1	RC-2	RC-3
20	Floor Area Ratio	§§ 102.8,102.10, 123,124,125	3.6 to 1	3.6 to 1	9 to 1	3.6 to 1	§§ 102.8,102.10, 123,124,125	1.8 to 1	1.8 to 1	3.6 to 1
21	Use Size [Non-Residential]		NA	NA	NA	P up to 2500 sq.ft., SU 2501 sq.ft. & above § 242		NA	NA	NA
22	Off-Street Parking, Commercial and Institutional	§§ 150-151,153-157, 159-161,204.5	Generally, none required if occupied floor area is less than 5000 sq.ft.	Generally, none required if occupied floor area is less than 5000 sq.ft.	Generally, none required if occupied floor area is less than 5000 sq.ft.	Generally, none required if occupied floor area is less than 5000 sq.ft.	§§ 150-151,153-157, 159-161,204.5	Generally, none required if occupied floor area is less than 5000 sq.ft.	Generally, none required if occupied floor area is less than 5000 sq.ft.	Generally, none required if occupied floor area is less than 5000 sq.ft.
23	Off-Street Freight Loading	§§ 150,152-155, 161,204.5	Generally, none required if gross floor area is less than 10,000 sq.ft.	Generally, none required if gross floor area is less than 10,000 sq.ft.	Generally, none required if gross floor area is less than 10,000 sq.ft.	Generally, none required if gross floor area is less than 10,000 sq.ft.	§§ 150,152-155, 161,204.5	Generally, none required if gross floor area is less than 10,000 sq.ft.	Generally, none required if gross floor area is less than 10,000 sq.ft.	Generally, none required if gross floor area is less than 10,000 sq.ft.
24	Outdoor Activity Area	§ 212(a)	P	P	P	P in front; SU elsewhere § 242				
25	Drive-Up Facility	§ 212(b)		P	P	NP § 242	§ 209.8			
26	Walk-Up Facility		P	P	P	P		P	P	P
27	Hours of Operation		NA	NA	NA	SU: 2 a.m. - 6 a.m. § 242		NA	NA	NA
30	General Advertising Sign	§§262.602-604.607. 608.1-608.10.609		P	P	P	§§ 602-604,606			
	Business Sign	§§262.602-604.607. 608.1-.10,609	P	P	P	P	§§ 602-604,606	P: 1 Wall Sign per Street Frontage of Use	P: 1 Wall Sign per Street Frontage of Use	P: 1 Wall Sign per Street Frontage of Use
	Other Signs	§§262.602-604.607, 608.1-.10,609	P	P	P	P	§§ 602-604,606	P	P	P

Controls by Story

	Zoning Category	References	C-1 All Levels	C-2 All Levels	C-M All Levels	C-2/SU 1st	C-2/SU 2nd	C-2/SU 3rd+	References	RC-1 1st	RC-1 2nd+	RC-2 1st	RC-2 2nd+	RC-3 1st	RC-3 2nd+
38	Residential Conversion		P	P	P	P § 242	SU § 242	SU § 242		NA	NA	NA	NA	NA	NA
39	Residential Demolition		P	P	P	P § 242	SU § 242	SU § 242		P	P	P	P	P	P

Retail Sales and Services

	Zoning Category	References	C-1 All Levels	C-2 All Levels	C-M All Levels	C-2/SU 1st	C-2/SU 2nd	C-2/SU 3rd+	References	RC-1 1st	RC-1 2nd+	RC-2 1st	RC-2 2nd+	RC-3 1st	RC-3 2nd+
40	Other Retail Sales and Services [Not Listed Below]	§§ 218, 220(a)-(d)	P	P	P	P § 242			§§ 209.8,218 220(a)-(d)	P	C	P	C	P	C
41	Bar	§ 218	P	P	P	SU-4* § 242			§§ 209.8,218	P	C	P	C	P	C
42	Full-Service Restaurant	§ 218	P	P	P	SU-16* § 242			§§ 209.8,218	P	C	P	C	P	C
43	Small Fast Food Restaurant	§ 218	P	P	P	SU-3* § 242			§§ 209.8,218	P	C	P	C	P	C
44	Large Fast Food Restaurant	§ 218	P	P	P	P/SU § 242			§§ 209.8,218	P	C	P	C	P	C
45	Take-Out Food	§ 218	P	P	P	P/SU § 242			§§ 209.8,218	P	C	P	C	P	C
46	Movie Theater	§ 221(a)		P	P	P			§§ 209.8,221(a)			P	C	P	C

			All Levels	All Levels	All Levels	1st	2nd	3rd							
47	Adult Entertainment	§ 221(k)	P**	P**	P**	P**			§§ 209.8,221(k)	P**	C**	P**	C**	P**	C**
48	Other Entertainment	§ 221(f)		P	P	SU § 242			§§ 209.8,221(f)			P	C	P	C
49	Financial Service	§ 219(b)	P	P	P	SU-4* § 242			§§ 209.8,219(b)	P	C	P	C	P	C
50	Limited Financial Service	§ 219(b)	P	P	P	P			§§ 209.8,219(b)	P	C	P	C	P	C
51	Medical Service	§ 219	P	P	P	P § 242	SU § 242	SU § 242	§§ 209.8,219	P	C	P	C	P	C
52	Personal Service	§ 218	P	P	P	P			§§ 209.8,218	P	C	P	C	P	C
53	Business or Professional Service	§ 219	P	P	P	P § 242	SU § 242	SU § 242	§§ 209.8,219	P	C	P	C	P	C
54	Massage Establishment	§ 218.1 § 2700 Police Code	P	P	P	P	P		§§ 209.8,218.1 § 2700 Police Code	P	C	P	C	P	C
55	Tourist Hotel	§ 216(b)	P	P	P	SU § 242			§ 209.2(d)(e)	P/C	P/C	P/C	P/C	P/C	P/C
56	Automobile Parking	§§ 156,223(1)-(n)	C	P/C	P	SU § 242			§§ 209.7(c),156	C	C	C	C	C	C
57	Automotive Gas Station	§ 223(f)	P	P	P	P			§ 209.8						
58	Automotive Service Station	§ 223(g)		P	P	P			§ 209.8						
59	Automotive Repair	§ 223(h)(i)		P/NP	P for § 223(h)	P			§ 209.8	P/NP		P		P	
60	Automotive Wash	§ 223(j)		C	C	C			§ 209.8						
61	Automobile Sale or Rental	§ 223(a)-(e)		P if enclosed C if open lot	P	P/C			§§ 209.8,223(a)-(e)						
62	Animal Hospital	§ 224(a)		C	P or C	C			§§ 209.8,224(a)						
63	Ambulance Service	§ 223(s)		C	P	C			§§ 209.8,223(s)						
64	Mortuary	§ 227(c)		C	P	C			§§ 209.8,227(c)						
65	Trade Shop	§ 222(a)-(e),(h)-(j)		P	P	P			§§ 209.8 222(a)-(e),(h)-(j)			P	C	P	C
66	Storage	§ 225(a)		C	P	C				NP		NP		NP	

Institutions and Non-Retail Sales and Services

			All Levels	All Levels	All Levels	1st	2nd	3rd							
70	Administrative Service	§ 219	P	P	P	P			§§ 209.8,219	P	C	P	C	P	C
80	Hospital or Medical Center	§ 217(a)	C	C	C	C	C	C	§ 209.3	C	C	C	C	C	C
81	Other Institutions	§§ 217(b)-(i) 221(a)-(c),(e),(g)	P	P	P	P	P	P	§§ 209.3,209.4,209.9	P/C	P/C	P/C	P/C	P/C	P/C
82	Public Use	§§ 223(o),227(d)-(i)	P/C	P	P	P	P	P	§ 209.6	P/C	P/C	P/C	P/C	P/C	P/C

Residential Standards and Uses

			All Levels	All Levels	All Levels	1st	2nd	3rd							
90	Residential Use	§§ 215(a),216(a)	P	P	C	P § 242	P § 242	P § 242	§§ 209.1,209.2	P/C	P/C	P/C	P/C	P/C	P/C
91	Residential Density, Dwelling Units	§§ 207,207.1, 215(a)	Nearest R district, but not less than 1 unit per 800 sq.ft. lot area	Nearest R district, but not less than 1 unit per 800 sq.ft. lot area	Nearest R district, but not less than 1 unit per 200 sq.ft. lot area	Nearest R district, but not less than 1 unit per 800 sq.ft. lot area			§§ 102.6,207, 207.1,209.1	1 unit per 800 sq.ft. lot area		1 unit per 600 sq.ft. lot area		1 unit per 400 sq.ft. lot area	
92	Residential Density, Group Housing	§§ 207.1,208, 216(a)	Same as density for the nearest R District	Same as density for the nearest R District	Same as density for the nearest R District	Same as density for the nearest R District			§§ 207.1,209	1 bedroom per 275 sq.ft. lot area		1 bedroom per 210 sq.ft. lot area		1 bedroom per 140 sq.ft. lot area	
93	Usable Open Space [Per Residential Unit]	§§ 135,136	Depends on requirement for the nearest R district	Depends on requirement for the nearest R district	Generally, either 36 sq.ft. if private, or 48 sq.ft. if common	Depends on requirement for the nearest R district			§§ 135,136	Either 100 sq.ft. if private, or 133 sq.ft. if common		Either 80 sq.ft. if private, or 100 sq.ft. if common		Either 60 sq.ft. if private, or 80 sq.ft. if common	
94	Off-Street Parking, Residential	§§ 150-151,153-157, 159-161,204.5	Generally, 1 space per unit	Generally, 1 space per unit	Generally, 1 space per unit	Generally, 1 space per unit			§§ 150-151,153-157, 159-161,204.5	Generally, 1 space per unit		Generally, 1 space per unit		Generally, 1 space per unit	
95	Community Residential Parking	§ 223(n)(o)	C/P	C/P	P	C/P	C/P	C/P	§ 209.7(a)	C	C	C	C	C	C

P -- Permitted as a principal use

C -- Permitted as a conditional use, subject to the provisions set forth in Section 315.

SU -- Permitted as a special use, subject to the provisions set forth in Section 312.

—— -- A blank space or "NP" on the table indicates that the use or feature is not permitted.
NP Unless a use or feature is specifically listed as permitted or required, such use or feature is prohibited.

NA -- Not applicable

-- See specific provisions listed by Section and Zoning Category number at the end of the table.

1st -- 1st story and below

2nd -- 2nd story

2nd + -- 2nd story and above

3rd -- 3rd story and above

* An asterisk denotes the number of establishments in the district which cause special use to be required. For example, the control for bar (SU-4*) indicates that three bars would be permitted; however, a fourth bar as well as subsequent bars would require special use review.

** A double asterisk denotes that an adult entertainment use must be not less than 1000 feet from the premises of another adult entertainment use.

‡ The Neighborhood Commercial Special Use Districts (Sections 242.2-242.10) expired in 1985 and have been repealed. The Union Street Special Use District is proposed to be repealed as part of the Neighborhood Commercial Rezoning permanent ordinance

II. ENVIRONMENTAL SETTING AND IMPACTS

A Introduction

The proposed project was developed in response to observed problems and imbalances in neighborhood commercial districts resulting from development activity allowed under existing zoning controls. The project consists of amendments to the Master Plan and City Planning Code (text and maps). The project is not a proposal for specific development and, as such, would not generate impacts directly. The zoning controls would establish a maximum development envelope which might be filled on any given lot in a particular district, but which would not be filled on all lots in the district. Only a limited number of lots would be likely to be developed to the maximum envelope in the foreseeable future, due to the many factors which operate in conjunction with zoning to establish development feasibility. Many of these factors have equal, or greater, influence on development decisions than zoning. These variables include the cost of land, demolition, and construction; cost of money (interest rates); cost of permits (Building Code, Police, Fire, Health, Alcoholic Beverage Control); and most importantly, market demand for the development. These factors are in constant flux and it is not possible to predict with certainty which lots in any given district would develop to the maximum envelope.

In addition, the constitutional guarantee of equal protection requires that zoning regulations apply uniformly to all properties in a district. This legal requirement, and the uncertainties noted above, usually result in zoning controls which have a district-wide permitted building envelope that exceeds planning goals and market feasibility.

Evidence that zoning does not generate or guarantee development to the maximum envelope permitted on every lot can be found in all zoning districts in San Francisco. The intensity of existing development is substantially lower than the amount permitted by existing zoning.

While zoning does not generate impacts directly, it is one of the factors (listed above) which determine feasibility of development, and that resulting development could cause environmental impacts. The indirect nature of the relationship between zoning and development impacts, combined with the unpredictability of other development factors, makes a precise prediction of environmental impacts impossible. Based on the above considerations, this EIR will 1) estimate development that could reasonably be expected to occur under the proposed zoning controls over a 10-year time frame, and 2) assess quantitatively and qualitatively, as appropriate, the potential environmental impacts of the development estimates.

This EIR is not intended to be a program EIR in that it does not attempt, nor would it be possible, to cover all impacts of future development in neighborhood commercial areas. It provides program-level analysis, as much as possible, of cumulative impacts and impacts on a neighborhood commercial district-wide basis. However, individual projects proposed in the future in neighborhood commercial districts will be subject to separate environmental review to analyze site-specific impacts (e.g. traffic, odor, noise, visual, etc.).

B. Issues Not Addressed

The Neighborhood Commercial Rezoning proposal was examined in an Initial Study to identify its potential effects on the environment. Some impacts of the proposed project were determined to be potentially significant and will be analyzed in this chapter; these issues are land use intensity, transportation, and air quality. Certain potential environmental issues were determined to be either insignificant or their potential impacts would be mitigated through measures incorporated into the project. These will not be addressed in the EIR: land use character; visual quality; population and housing; noise; odors; climate; shadowing; utilities/public services; biology; water; geology/topography; energy; hazards; and cultural resources. The Initial Study is included in this report as Appendix D.

Methodology

The EIR analyzes 20 of the neighborhood commercial district locations, which represent the 16 individual and four general district classifications proposed in the project. The analysis for each district is presented in a separate subchapter which provides a description of existing setting conditions and potential land use and transportation impacts for each location, and air quality setting and impacts for those districts for which air quality analysis was undertaken, based on estimated development under the proposed and existing zoning controls. Subchapter D presents the four general districts and Subchapter E, the 16 individual districts.

Land Use

Appendix A contains a complete description of the methodology used to determine land use impacts. A brief discussion is presented in this section.

Using assumptions drawn from research of the general trends and character of neighborhood commercial areas, estimates of development potential were prepared for underdeveloped or vacant sites that are likely to be developed in the next 10 years, in the 20 neighborhood commercial locations analyzed. Ten years was selected as a time frame for which potential development sites could be chosen with a reasonable degree of confidence, and in which sufficient development could occur to indicate differences between existing conditions, present zoning, and proposed zoning. Attempting to estimate potential development sites beyond a 10-year period was considered too speculative for this analysis.

Two types of development potential were estimated: new construction, and changes of use of existing space. New construction was considered likely on sites which are vacant or near-vacant or on which structures were located which were deteriorating or which were considerably below their potential permitted building envelope under zoning. Changes of use were considered likely for sites with observed weaker commercial uses or for certain dwelling units considered marginal. In most districts, changes of use were the predominate land use activity estimated to occur. Such changes are important for this environmental analysis when the new use generates greater amounts of travel than the previous use, because the Initial Study for this project identified transportation as the main potential impact at issue. In descending order, person-trip generation is greatest for eating/drinking uses, other general retail uses, office uses, and residential uses. Thus, change in use from (for example) general retail to eating/drinking, or from a residence to any commercial use, is important to the analysis.

Development potential was projected for each location under existing and proposed zoning controls, to provide comparison of potential impacts between the two zoning scenarios. In most cases, the proposed zoning controls could allow less amounts of development than, or amounts of development roughly equal to, those projected under existing controls. In addition to comparison between existing and proposed controls, the amount of development and its potential impacts was analyzed in comparison with existing conditions in the neighborhood commercial areas.

The tables which display the estimates of potential new development present the amounts in gross square feet. Table A.2, in Appendix A (page A-26), presents square footages of familiar commercial uses in San Francisco so that the reader may relate the square footages in the new development estimates to known spaces and stores.

A detailed explanation of the approach used in selecting the particular neighborhood commercial locations analyzed in the EIR and preparing the development potential estimates is provided in Appendix A.

The estimates of potential development are broken down by the following categories: eating and drinking uses, general retail use, office service use, and residential use. Beyond those four categories, there is no other breakdown to further detail what type of activity may be anticipated; such detail is impossible to determine with any accuracy or certainty. Thus, it cannot be determined, for example, what proportion of floor area projected for eating and drinking establishments might be occupied by fast food or take-out food businesses. The estimates, which are derived from new construction or conversion occurring in the selected neighborhood commercial locations, are totalled for each district and presented in a land use table which is included in each district impact subchapter. For most districts, existing space in each commercial category is also given so that the space estimated from new construction and conversion of use may be placed in context.

Not all changes which may occur in neighborhood commercial districts lead to environmental impacts. For example, hardware or shoe repair stores may convert to bookstores or boutique clothing stores. While these changes may be of concern to patrons of a particular neighborhood commercial district, they are not addressed in this report. Such changes cannot be predicted with any reasonable methodology. More importantly, these types of changes--from one general retail use to another--do not generate environmental impacts. For example, regarding potential transportation impacts, known trip generation factors which can be applied with a reasonable degree of confidence to San Francisco only differentiate among commercial uses according to the breakdown discussed in the previous paragraph (eating/drinking, general retail, office, residential). These factors are averages which, in the absence of site-specific data collection, cannot be applied to commercial uses on a more detailed level than that analyzed. The factors are appropriate for application to the variety of neighborhood commercial districts found in San Francisco (further differentiations by use are available but are usually based on small samples in suburban settings and therefore could not be applied with confidence to San Francisco). As with all other aspects of the analysis, the factors represent conservative assumptions to ensure that any error would be toward overstatement of impacts.

The development potential estimates serve as a basis for analyzing potential environmental impacts. The estimates, however, only generally represent the type and intensity of future development that can reasonably be expected to occur. This analysis does not intend to predict impacts to the last level of detail. Specific development proposals will be tailored to particular market objectives and constraints of project sponsors. Impacts that could result from these private development decisions, such as parking access, building design, objectionable odors, and noise will be evaluated as a part of the project-specific environmental and/or planning review. The scope of analysis presented in this EIR does not attempt to predict such details.

Transportation

The EIR analyzes the potential transportation impacts generated by the development potential estimated for each district location. Potential impacts on traffic and transit circulation and parking demand will be evaluated in each district impact subchapter. The primary focus of the analyses will be to describe potential future conditions within the boundaries of each district. Due to the general nature of the development potential estimates, as described above, the analysis incorporates conservative assumptions to ensure that impacts are adequately addressed in the EIR. The assumptions are based on studies and surveys conducted in San Francisco, which are cited in Appendix B.

It is important to discuss some introductory points that lend further perspective to the transportation impact analyses. The relationships operate to varying degrees in all of the neighborhood commercial districts evaluated in this EIR.

Appendix A describes in greater detail the method by which neighborhood commercial locations were selected for analysis in the EIR. Included among the factors that figured prominently in the screening process was a consideration of the existing transportation conditions for all neighborhood commercial locations affected by the NCRS proposal. Subjective ratings, on a scale of A (best) to F (worst) for adequacy of traffic circulation, transit operations, and parking supply were provided by the Department of Public Works - Traffic Engineering; Muni Planning; San Francisco Parking Authority; and Department of City Planning - Transportation Section, based on collected data and staff inspections and observations.

The ratings by City agencies, in addition to numerous published (and unpublished) studies, document a parking shortage that prevails in many neighborhood commercial areas. Where shortages are extreme, the effects extend beyond the constraints of the available parking supply in the area to impact traffic and transit circulation. Traffic is slowed by drivers looking for parking, and by an increase in the number of illegally parked vehicles, including double parking. This also hinders transit vehicles from adhering more closely to prescribed schedules. The problem becomes cyclical when circulation is then further exacerbated by buses which are forced to conduct passenger loading in the street, due to the presence of illegally parked vehicles in bus zones.

The result is that the determinant of environmental impacts on traffic circulation is not necessarily the number of generated vehicle trips per se; most of the streets have the capacity to accommodate higher traffic volumes than currently occur. The primary issue is parking supply. The transportation analysis in this EIR thus focusses on how the development potential estimates translate into potential parking demand, and on the types of mitigation measures that may be available to address those impacts. It must be emphasized that while the transportation impact tables quantify additional future parking demand generated by potential development, actual demand would vary because of many factors, including the limitations of the assumptions; the variation in characteristics among neighborhood commercial districts; and, as in any model, simplification of a more complex reality. Therefore, the numbers can be used with confidence only as an indication of the general level of parking demand and resultant impact. The conservative methodology ensures that the numbers do encompass a reasonable "worst case" scenario.

Each impact subchapter presents trip generation calculations by mode (auto, MUNI, walking) from the development potential estimated. Generally, the impacts of potential new trips are slight because sufficient street and transit capacity are available. In the neighborhoods, there is usually sufficient transit capacity to accommodate the relatively small additional demand generated by increased neighborhood commercial travel activity.[1] However, certain districts, particularly Mission Street (14-Mission, 49-Van Ness/Mission), Polk Street (19-Polk), Broadway/North Beach (30-Stockton), and Fillmore Street (22-Fillmore) may experience some capacity problems during shopping peaks (generally Saturday afternoons). Analysis of traffic impacts has been carried out for peak periods of parking demand. Peak hours of neighborhood commercial district usage are typically Saturday afternoons and Friday and Saturday evenings. The specific peak time varies from district to district. Most districts oriented toward shopping experience peak use on Saturday afternoons, about 1:00 to 4:00 p.m. Districts oriented toward eating, drinking, and entertainment uses have nighttime peaks, usually 7:00 to 9:00 p.m. Some districts are oriented toward both types of uses and have two peak periods. The analysis has taken this factor into account, as described in Appendix B. Generally, peak periods in neighborhood districts do not coincide with downtown peak periods; the latter are generated primarily by work trips and are between 7:00 to 9:00 a.m. and 4:00 to 6:00 p.m.

The analysis in this EIR evaluates impacts during peak periods that correspond with the type of land use activities projected for growth in the development potential estimates. For example, the EIR would not analyze Friday or Saturday evening peaks if eating, drinking and entertainment uses are prohibited in a particular district, even if the current peak period occurs on those evenings. Part of the intent of the NCRS proposal is to tailor zoning controls that would mitigate existing problems in the neighborhood commercial areas, such as excessive nighttime activity. If daytime-oriented activities such as retail shopping or office services are projected in those district that prohibit further nighttime uses, the analysis would concentrate on Saturday afternoons, when those new functions would be expected to be most active.

The trip generation calculations are adjusted to account for what are often referred to as "linked trips". A linked trip is the term that describes a circumstance when there is more than one stop per trip. A single visit to a neighborhood commercial district often consists of a number of stops for multiple purposes; a typical trip to a shopping destination may involve a stop at the drug store in addition to other retail shops or restaurants. As a result, an increase in commercial floor area in shopping districts usually will not generate a directly proportional increase in the number of trips that occur to and from the district. Larger neighborhood commercial districts have a tendency towards a higher linked trip ratio. Smaller districts, such as many of those proposed for NC-1 reclassification, have lower ratios simply because there are fewer establishments at which to stop.

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[1] K.L. (Dan) Wong, MUNI Planning Staff, telephone conversation, May 3, 1985

The cumulative impacts of growth in each district resulting from or permitted by the proposed NCRS controls in that district are analyzed in a quantitative way in this EIR as much as is feasible. The EIR also provides a separate, qualitative discussion of potential cumulative impacts among different neighborhood commercial districts. Generally, cumulative impacts of the proposed project are most likely to be generated by interactive travel demand between, and development within neighborhood commercial areas located in a common geographic area. It is not possible, based on the information available, to isolate or describe the extent of such interaction in a precise quantitative manner. Cumulative impacts are less direct than are project-specific impacts in general; the inter-district cumulative impacts are even more remote. Given these circumstances, the cumulative analysis in Chapter IV will be more general than the analyses of the various districts.

Air Quality

Please refer to Appendix C for a detailed discussion of air quality considerations in neighborhood commercial districts, including assumptions and methodology. As noted in Appendix C, air quality effects of NCRS would be associated almost exclusively with carbon monoxide (CO) emissions generated by the increase in vehicular travel that would be caused by potential development allowed under the proposed zoning controls. Impacts of the project on CO emissions were calculated using the methodology contained in the Bay Area Air Quality Management District's "Air Quality and Urban Development - Guidelines for Assessing Impacts of Projects and Plans," November 1985.

Because the methodology employed requires traffic counts, air quality analysis was carried out for six neighborhood commercial districts for which traffic counts were available: Broadway, Castro Street, Clement Street (Inner and Outer), Hayes-Gough, Polk Street, and Valencia Street. Because no monitored air quality data specific to these districts is available, a conservative assumption was made that background levels in the districts equal that of downtown San Francisco. Under these and other assumptions discussed in Appendix C, 1995 CO concentrations were found to be within State and Federal Standards in all the districts. The increase in vehicle trips which is likely to occur under development which the proposed zoning would allow would be more than offset by the decrease in vehicle emissions expected over the time frame analyzed.

E General Area District Analyses

NC-1: NEIGHBORHOOD COMMERCIAL CLUSTER DISTRICT

1 Setting

Physical Scale. Commercial clusters are the least intensive commercial areas in San Francisco. These districts generally consist of one or two blocks and in most cases have less than 200 feet of commercial frontage. They also include small clusters of three or more commercial establishments, commonly grouped around a corner. In addition, several larger commercial areas proposed for NC-1 zoning are located in the southwest portion of the city in predominately single-family areas. Refer to Figures 1-24 in Chapter II for locations of proposed NC-1 districts.

Buildings are commonly two- to four-stories in height in older areas of the city while outlying sections whose commercial development occurred after the Second World War have predominantly one- and two-story commercial structures. The city's standard lot (25 X 100 feet) is dominant in this district, establishing a pattern of small-scale development. Since the level of commercial development is not intense, most lots still have substantial rear yards.

Land Use. Most businesses in proposed NC-1 districts are oriented to convenience goods which serve the immediate neighborhood during primarily daytime hours. The range of services offered does not commonly include offices or retail outlets serving a citywide population. Cluster districts typically provide for neighborhood commercial services on the first floor and residential development on upper stories. In some cases, buildings with ground-story residential units are interspersed with commercial buildings, while other districts have ground stories completely devoted to commercial use. When cluster districts are located in close proximity to specialty shopping or tourist areas, however, they tend to contain more restaurants and comparison businesses. Thus the physical scale of such a cluster district may be consonant with other proposed NC-1 districts while the characteristics of land uses have more in common with proposed NC-2 districts.

Transportation. Proposed NC-1 districts are often located in outlying areas of the city. Most neighborhood commercial clusters are located on collector streets, which are relatively low-capacity streets connecting a residential area with major and secondary thoroughfares.[1] Others are situated on local streets which are intended for access to residential areas rather than through traffic. These streets are not always served by MUNI trolleys and buses, although those areas not directly served by transit are usually within 500 ft. of a transit route. Since neighborhood commercial clusters serve their immediate neighborhoods with convenience goods, they do not generally attract many people from other parts of the city or region. Therefore, off-street parking spaces are usually plentiful, except for some higher-density residential locations with insufficient off-street parking to accommodate resident demand, or other factors not related to the commercial use such as proximity to institutions. Due to their proximity to residential areas, many people walk to commercial clusters.

2. Existing and Proposed Controls

Existing Controls. Existing zoning in neighborhood commercial clusters is either RC-1, RC-2, C-1, or, in a few instances, C-2. These districts permit a wide range of commercial uses, with a prohibition of automobile services except in C-2 districts (C-1 does permit gas stations). Only the RC-2 and C-2 districts permit movie theatres and places of entertainment. Commercial floor area ratios are 3.6 to 1 in C and 1.8 to 1 in the RC-1 and RC-2 districts. Commercial uses are permitted at all floors in C-1 and C-2 districts and are conditional on upper floors in the RC districts. Off-street parking requirement for general retail and office uses is one space for each 500 square feet of occupied floor area over 5,000 sq. ft., up to 20,000 sq. ft.; one space for each 250 sq. ft.

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[1] Major thoroughfares are routes whose primary function is to link districts within the city and to distribute traffic to and from freeways; they are generally of citywide significance (e.g. Geary Boulevard; Nineteenth Avenue; Ocean Avenue). Secondary thoroughfares are primarily intradistrict routes serving as collectors for the major thoroughfares (e.g. 16th Street; California Street).

TABLE III-1 NC-1

SEC. 710.
NEIGHBORHOOD COMMERCIAL CLUSTER DISTRICT
NC-1 ZONING CONTROL TABLE

			SEC. 710. NC-1 #
	Zonino Cateoorv	§ References	Controls
	G STANDARDS		
0	eight and Bulk	§§ 102.11.105. 106.250-252.260. 270.271	Varies *See* Zoning Map
1	ot Size *(Per Development)*	§§ 790.56.121.1	P up to 4999 sq.ft., C 5000 sq.ft. & above § 121.1
2	ear Yard	§§ 130,134,136	Required at grade level and above § 134(a)(e)
3	treet Frontage		Required § 145.1
4	ning	§ 790.20	P § 136.1(a)
5	anopy	§ 790.26	
6	rouee	§ 790.58	
7	reet Trees		Required § 143
	CIAL AND INSTITUTIONAL STANDARDS AND USES		
0	oor Area Ratio	§§ 102.8.102.10. 123	0.75 to 1 § 124(a)(b)
1	e Size *(Non-Residential)*	§ 790.130	P up to 2499 sq.ft., C 2500 sq.ft. & above § 121.2
2	f-Street Parking, Commercial and Institutional	§§ 150,153-157, 159-160,204.5	Generally, none required if occupied floor area is less than 5000 sq.ft. §§ 151,161(g)
3	f-Street Freight Loading	§§ 150,153-155 204.5	Generally, none required if gross floor area is less than 10,000 sq.ft. §§ 152,161(b)
4	tdoor Activity Area	§ 790.70	P in front; C elsewhere § 145.2(a)
	ive-Up Facility	§ 790.30	
	lk-Up Facility	§ 790.140	P if recessed 3 ft.; C otherwise § 145.2(b)
	urs of Operation	§ 790.48	P: 6 a.m. - 11 p.m. C: 11 p.m - 2 a.m.
	neral Advertising Sign	§§ 262,602-604, 608.1-.10,609	
1	siness Sign	§§ 262,602-604, 608.1-.10,609	P § 607.1(f)1
2	her Signs	§§ 262,602-604, 608.1-.10,609	P § 607.1(c)(d)(g)

			Controls by Story		
		§ 790.118	1st	2nd	3rd +
8	sidential Conversion	§ 790.84	P		
9	sidential Demolition	§ 790.86	C	C	C
	les and Services				
	er Retail Sales and Services *(Not Listed Below)*	§ 790.102	P		
	.	§ 790.22	P #		
	l-Service Restaurant	§ 790.92	P #		
	ll Fast Food estaurant	§ 790.90	C #		
	ge Fast Food estaurant	§ 790.91			
	e-Out Food	§ 790.122	C #		
	ie Theater	§ 790.64			
	lt Entertainment	§ 790.36			
	er Entertainment	§ 790.38	C		
	ancial Service	§ 790.110			
	ited Financial ervice	§ 790.112	P		
	ical Service	§ 790.114	P		
	sonal Service	§ 790.116	P		
	iness or rofessional Service	§ 790.108	P		
	sage Establishment	§ 790.60 § 2700 Police Code			
	rist Hotel	§ 790.46			
	omobile Parking	§§ 790.8,156,160	C		

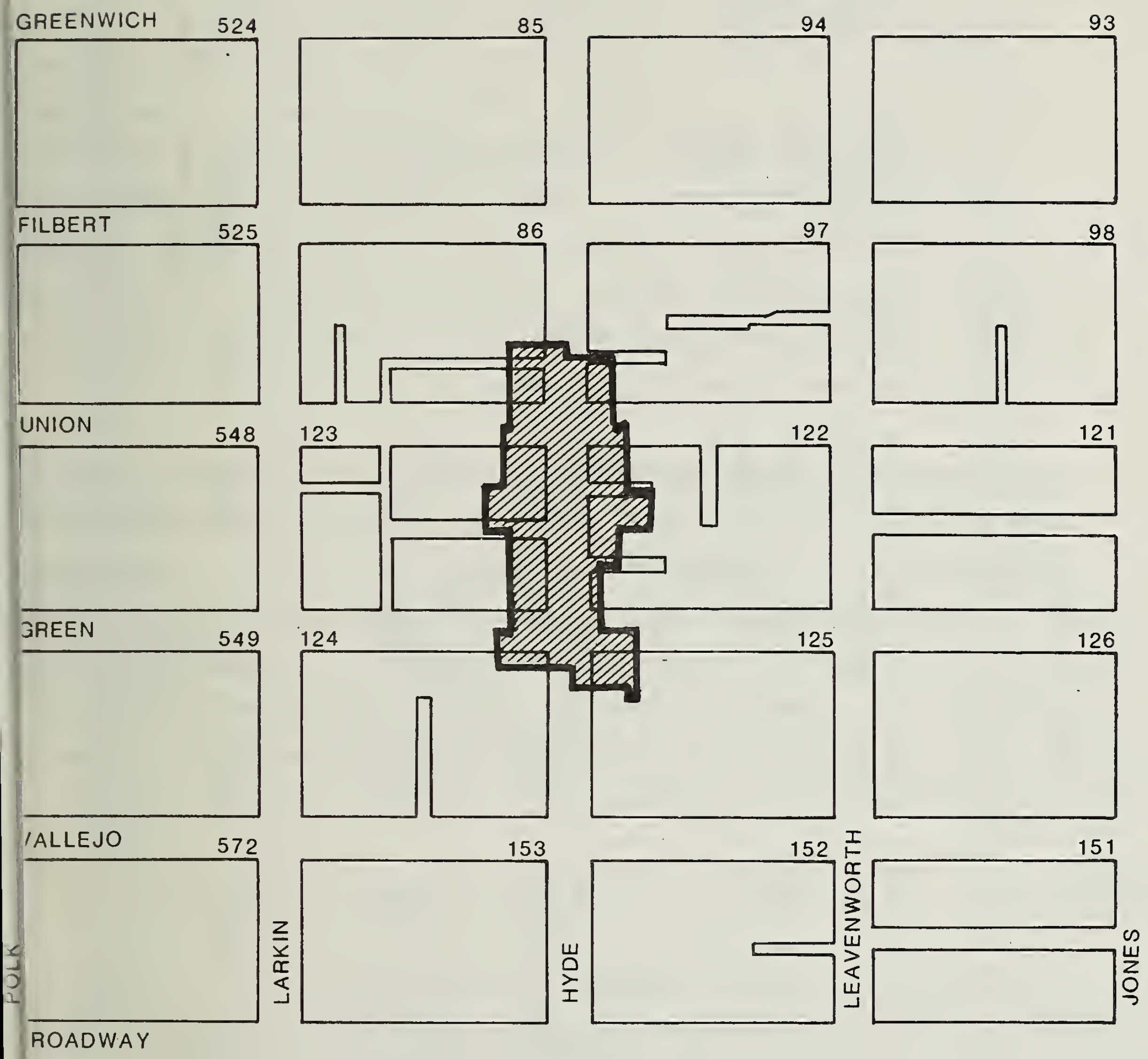
			SEC. 710. NC-1 Controls by Story		
No.	Zoning Category	§ References	1st	2nd	3rd +
.57	Automotive Gas Station	§ 790.14			
.58	Automotive Service Station	§ 790.17			
.59	Automotive Repair	§ 790.15			
.60	Automotive Wash	§ 790.18			
.61	Automobile Sale or Rental	§ 790.12			
.62	Animal Hospital	§ 790.6			
.63	Ambulance Service	§ 790.2			
.64	Mortuary	§ 790.62			
.65	Trade Shop	§ 790.124	P		
.66	Storage	§ 790.117			
	Institutions and Non-Retail Sales and Services				
.70	Administrative Service	§ 790.106			
.80	Hospital or Medical Center	§ 790.44			
.81	Other Institutions	§ 790.50	P	C	
.82	Public Use	§ 790.80	C	C	C
	RESIDENTIAL STANDARDS AND USES				
.90	Residential Use	§ 790.88	P	P	P
.91	Residential Density, Dwelling Units	§§ 207,207.1, 790.88(a)	Generally, 1 unit per 800 sq.ft. lot area § 207.4		
.92	Residential Density, Group Housing	§§ 207.1,790.88(b)	Generally, 1 bedroom per 275 sq.ft. lot area § 208		
.93	Usable Open Space *(Per Residential Unit)*	§§ 135,136	Generally, either 100 sq.ft. if private, or 133 sq.ft. if common § 135(d)		
.94	Off-Street Parking, Residential	§§ 150,153-157, 159-160,204.5	Generally, 1 space per unit §§ 151,161(a)(g)		
.95	Community Residential Parking	§ 790.10	C	C	C

SPECIFIC PROVISIONS FOR NC-1 DISTRICTS

Article 7 Code Section	Other Code Section	Zoning Controls
§ 710.12 § 710.20 § 710.24 § 710.27 § 710.41 § 710.43 § 710.44 § 710.45 § 710.49 § 710.51 § 710.52 § 710.53 § 710.58 § 710.65 § 710.81 § 710.82 § 710.90 § 710.91 § 710.92 § 710.93 § 710.95	§ 780.1	*LAKESHORE PLAZA SPECIAL USE DISTRICT* *Boundaries*: Applicable only for the Lakeshore Plaza NC-1 District as mapped on Sectional Map 13 SU *Controls*: Special controls on commercial floor area, various features and uses, and residential standards
§ 710.41 § 710.42		*Boundaries*: All NC-1 Districts *Controls*: P if located more than one-quarter mile from any NC district with more restrictive controls; otherwise, same as more restrictive control
§ 710.43 § 710.44 § 710.45		*Boundaries*: All NC-1 Districts *Controls*: C if located more than one-quarter mile from any NC district with more restrictive controls; otherwise, same as more restrictive control
§ 710.42 § 710.43 § 710.44	§ 781.1	*TARAVAL STREET RESTAURANT AND FAST FOOD SUB-DISTRICT* *Boundaries*: Applicable only for the two Taraval Street NC-1 districts between 40th and 41st Avenues and 45th and 47th Avenues as mapped on Sectional Map 5 SU *Controls*: Full-Service Restaurants and Small Fast Food Restaurants are C; Large Fast Food Restaurants are NP

over 20,000 sq. ft. Permitted residential density in C-1 and C-2 districts is that of the nearest R district (minimum one unit for each 800 sq. ft. of lot area). Residential density in RC-1 districts is one unit for each 800 sq. ft. of lot area; in RC-2 districts, one unit for each 600 sq. ft. Residential off-street parking requirement is one space per unit. Refer to Table II-1 in Chapter II for a summary of C-1, C-2, RC-1, and RC-2 requirements.

Proposed Controls. The NC-1 district is designed to replace certain existing RC-1, RC-2, C-1, and C-2 zoning districts. Cluster districts would permit neighborhood commercial services on the first floor only and residential development on upper stories. Commercial floor area ratio would be .75 to 1. New non-residential uses greater than 2500 square feet, and all new development proposals on lots greater than 5000 square feet, would be subject to conditional use review to encourage the scale of new buildings and commercial uses to correspond to existing narrow lots. The variety of uses which would be permitted is restrictive and most commercial uses which could impact residential livability would be prohibited. Bars and restaurants would generally be permitted unless located less than one-quarter mile from any district with more restrictive controls; in such cases the more restrictive controls would apply. Small fast food uses and take-out food establishments would be subject to conditional use review if located more than one-quarter mile from any district with more restrictive controls; otherwise the more restrictive controls apply. Large fast food establishments would be prohibited. No automobile uses other than parking (which would be a conditional use) would be permitted. The NC-1 portions of Taraval Street would be designated a subdistrict requiring conditional use authorization of restaurants. Lakeshore Plaza would be subject to a Special Use District with special controls. The district would permit hours of operation between 6 a.m. and 11 p.m., with extended hours from 11 p.m. to 2 a.m. subject to conditional use review. New residential development would be permitted on all stories at the density of the nearest R district (minimum one unit for each 800 sq. ft. of lot area). General commercial and residential off-street parking requirements would remain the same as existing controls. Several NC-1 districts in the West of Twin Peaks area would have height limit reductions from 40 feet to 26 feet. Refer to Table III-1, page III-13, for a summary of proposed NC-1 district requirements.



NION - HYDE
ROPOSED ZONING

— NC-1 BOUNDARY

▨ SOFT-SITE STUDY AREA

Figure 25

Hyde-Union: Representative NC-1 District: Setting

The representative location chosen for the NC-1 district soft-site analysis is the Hyde Street district, located between Union and Green Streets (Figure 25, page III-15). It is currently zoned C-1. Proximity to Russian Hill's affluent single-person and small households and the pedestrian traffic generated by the Hyde Street Cable Car line and the 41-Union MUNI bus line make this district commercially attractive. Although no new buildings have been built, the existing mix of uses and the apparent extent of turnover and renovation in the ground-story commercial spaces indicate a strong demand for this location. The existing three to four-story mixed-use buildings already fill the maximum building envelope allowed under the current C-1 zoning. The current zoning has allowed upper story commercial uses, but none of the upper story housing units have been converted to commercial use.

This relatively high density area experiences a shortage of on-street parking, primarily due to lack of sufficient off-street parking for neighborhood residents. Non-residential development is limited and does not contribute substantially to the parking problem. Seasonal overcrowding on the Hyde Street Cable Car line creates transit capacity problems at times, inhibiting access to local riders. The tight parking situation and opportunities for redevelopment led to selection of this district as a reasonable "worst case" among proposed NC-1 districts to analyze.

3. Impacts

Land Use. The Hyde-Union district, chosen as a representative NC-1 district, actually experiences (and is expected to continue to experience) more severe environmental effects than other NC-1 districts. A relatively well developed area, the Hyde Street district contains only two soft sites, both of which involve changes from less intensive uses (e.g. auto repair) to more active ground-story retail or office uses and new residential space. Soft-site development estimates for the Hyde-Union District are summarized in Table III-2 (next page).

Union–Hyde Streets

[All Figures are in Gross Square Feet Except Residential Units (Shown in Parentheses)]

	– 1 – Eating/ Drinking	– 2 – Retail	– 3 – Office	– 4 – Total 1–3	– 5 – Other[1]	– 6 – Vacant[2]	– 7 – Total Non-Residential	– 8 – Residential Sq.Ft.	(Units)	– 9 – Total Sq.Ft.
Existing Land Use:	3,900	18,800	3,400	26,100	20,100	0	46,200	77,000	(81)	123,200
Under Existing Zoning:										
New Construction[3]	+2,300	–2,300	+2,300	+2,300	0	0	+2,300	0	(0)	+2,300
Conversions of Use	0	+1,200	+6,700	+7,900	–14,400	0	–6,500	+6,700	(+8)	+200
Total Change	+2,300	-1,100	+9,000	+10,200	-14,400	0	-4,200	+6,700	(+8)	+2,500
Potential Land Use	6,200	17,700	12,400	36,300	5,700	0	42,000	83,700	(89)	125,700
% Change–Land Use	+59%	–6%	+265%	+39%	–72%	0%	–9%	+8%	+10%	+2%
Under Proposed Zoning:										
New Construction[3]	0	0	0	0	0	0	0	0	(0)	0
Conversions of Use	+2,300	+2,000	0	+4,300	–17,700	0	–13,400	+13,400	(+8)	0
Total Change	+2,300	+2,000	0	+4,300	–17,700	0	–13,400	+13,400	(+8)	0
Potential Land Use	6,200	20,800	3,400	30,400	2,400	0	32,800	90,400	89	123,200
% Change–Land Use	+58%	+11%	0%	+16%	–88%	0%	–29%	17%	+10%	0%

NOTES: [1] Other = Non–Intensive Retail such as Paved Parking Lots, Non–Accessory Storage, etc.; Auto Garages and Service Stations; and Institutional Uses such as Churches, Schools, and Hospitals.

[2] Vacant = Vacant Lots and Vacant Commercial Spaces.

[3] New Construction = Construction and Demolition.

Square footage totals in rows and columns do not balance due to changes in building envelopes on lots, area taken up by rounding, and other factors.

All land use estimates are approximate.

Commercial development patterns resulting under proposed zoning controls differ from those which could result under existing C-1 zoning. A comparison of net predicted development figures suggests the following:

- Total new commercial development under proposed zoning could be less than one-half that as could occur under existing zoning (4300 vs. 10,200 square feet).

- Under proposed zoning, additional office space development is not expected, while 9000 square feet could occur under existing zoning, primarily because the proposed zoning would prohibit upper-story commercial development and ground floors are likely to have retail uses.

- Proposed controls could allow the same amount of new eating and drinking establishments as existing zoning.

- Other new retail development under the proposed zoning could total 2000 square feet, whereas under existing zoning a loss of 1100 square feet could occur due to conversion to eating and drinking uses.

Commercial development under the proposed zoning could occur incrementally over the 10-year time frame at a rate slightly less than half that which could occur under existing zoning. Under either existing or proposed zoning, eight new housing units could be built in the district.

Transportation. Table III-3 (next page) presents projected new peak period trip ends by mode, based on the development potential estimates calculated for the Hyde-Union District. Trips are slightly greater under proposed zoning because it is estimated to allow a greater amount of new general retail development and lesser office development than existing zoning; retail development generates far more trips than office development (refer to Appendix B for trip generation factors).

TABLE III-3
HYDE-UNION DISTRICT
PROJECTED NEW PEAK PERIOD* TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	12 Vehicle Trip Ends	13 Vehicle Trip Ends
MUNI:	11 MUNI Trip Ends	12 MUNI Trip Ends
Walk:	65 Walking Trip Ends	67 Walking Trip Ends
New Parking Demand:	2 Spaces	2 Spaces

Peak period is Saturday afternoon, 1:00 - 4:00 p.m.

xisting or proposed controls would allow some additional commercial evelopment, which would lead to a negligible increase in the on-street arking shortage. Most of the new trips which the new development would ttract would consist of persons reaching the destination on foot after having rrived by car or MUNI; refer to Section III.C. (Environmental Impacts, ethodology) and Appendix B (Transportation Impact Methodology) for further iscussion of this "linked trips" concept. The eight net new housing units ould add a negligible number of trips during commercial peak periods, and ould not add measurably to the on-street parking shortage because of required ff-street parking (one space per unit).

he parking demand increment over the next 10 years should not be discernible o residents and users of the area. The small additional number of vehicle ips, spread over a three-hour peak period, would not perceptibly increase afic congestion or interference with transit operations. The small number f additional MUNI trips, spread over the three-hour peak period and a number f transit lines, would not cause line capacities to be exceeded. Therefore s concluded that the additional increment of traffic, parking demand, and asit ridership will not be significant with the proposed project.

efer to the Mitigation Measures section of this report for a discussion of ossible measures to lessen existing parking problems.

NC-2: SMALL-SCALE NEIGHBORHOOD COMMERCIAL DISTRICT

1. Setting

Physical Scale. Proposed NC-2 districts are commercial areas larger than commercial clusters but smaller than the largest neighborhood commercial districts. The size of proposed NC-2 districts ranges from less than one block to extensive linear streets which extend over many blocks. Refer to Figures 1-24 in Chapter II for locations of proposed NC-2 districts. Commercial development in longer districts is rarely continuous and is usually interspersed with housing or other land uses. Buildings typically range in height from two to four stories with occasional one-story commercial buildings. The building scale in these districts is mixed, although most interior lots adhere to the city's standard (25 X 100 foot) pattern, creating a pattern of relatively small-scale development. Structures on corner lots tend to be somewhat larger. In those proposed NC-2 districts having less intensive commercial activity, rear yards are more common.

Land Use. The proposed NC-2 designation encompasses linear neighborhood commercial districts that have a predominant neighborhood orientation but which also have specialty shopping and evening uses attracting a more broad-based clientele than those found in most cluster districts. These shopping streets are generally larger in scale, more intense commercially, and more oriented to comparison goods than are commercial cluster districts. Proposed NC-2 districts usually extend between two and several blocks in length, and some districts include over 20 blocks. The number of stores in a small scale district usually exceeds fifteen and can reach up to 100 or more businesses. The range of comparison goods and services offered is varied and often includes specialty retail stores, movie theaters, restaurants, as well as neighborhood-serving offices.

Almost all commercial development in small scale districts is on the ground and second stories. Some offices and institutional uses are on the second story and in rare cases are located on the third or fourth stories. Retail businesses and eating and drinking establishments are commonly located only on the ground story. Most districts have residential units on upper stories.

sportation. Small-scale neighborhood commercial districts are located in l sections of the city and are commonly located along both secondary roughfares and collector streets.[2] Depending on the width of the street d whether the district is located in the path of commuter traffic, traffic umes can be heavy. Almost all of these districts are located on transit es and many districts are crossed by MUNI Metro lines and/or the BART em. Parking congestion is largely dependent upon the commercial intensity the district as measured against the residential density of surrounding hborhoods. Where active districts are located in dense residential hborhoods, the limited number of on-street parking spaces is not ficient to meet the demand of both residents and shoppers.

Existing and Proposed Controls

ting Controls. Existing zoning in small-scale neighborhood commercial ricts is typically either C-2 or RC-2. C-2 zoning permits a wide range of ercial uses, while RC-2 is more limited, prohibiting most automobile ted uses. Commercial uses are permitted at all floors in C-2 districts are permitted on the ground floor and conditional on upper floors in the district. Commercial floor area ratio is 3.6 in C-2 districts and 1.8 in districts. Off-street parking requirement for general retail and office is one space for each 500 square feet of occupied floor area over 5,000 ft., up to 20,000 sq. ft.; one space for each 250 sq. ft. over 20,000 sq. Residential density in C-2 districts is that of the nearest R district imum one unit for each 800 sq. ft. of lot area); in RC-2 districts, one for each 600 sq. ft. of lot area. Residential off-street parking rement is one space per unit. Refer to Table II-1 in Chapter II for a ary of C-2 and RC-2 requirements.

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econdary thoroughfares are primarily intradistrict routes serving as ollectors for the major thoroughfares (e.g. 16th Street; California treet). Collector streets are relatively low-capacity streets serving ocal distribution functions in primarily large, low-density areas, onnecting to major and secondary thoroughfares.

TABLE III-4 NC-2

SEC. 711.
SMALL-SCALE NEIGHBORHOOD COMMERCIAL DISTRICT
NC-2 ZONING CONTROL TABLE

BUILDING STANDARDS

No.	Zoning Category	§ References	SEC. 711. NC-2 Controls
.10	Height and Bulk	§§ 102.11,105, 106.250-252,260, 270,271	Generally, 40-X See Zoning Map
.11	Lot Size *(Per Development)*	§§ 790.56,121.1	P up to 9999 sq.ft., C 10,000 sq.ft. & above § 121.1
.12	Rear Yard	§§ 130,134,136	Required at the second story and above and at all residential levels § 134(a)(e)
.13	Street Frontage		Required § 145.1
.14	Awning	§ 790.20	P § 136.1(a)
.15	Canopy	§ 790.26	P § 136.1(b)
.16	Marquee	§ 790.58	P § 136.1(c)
.17	Street Trees		Required § 143

COMMERCIAL AND INSTITUTIONAL STANDARDS AND USES

No.	Zoning Category	§ References	SEC. 711. NC-2 Controls
.20	Floor Area Ratio	§§ 102.8,102.10, 123	1.75 to 1 § 124(a)(b)
.21	Use Size *(Non-Residential)*	§ 790.130	P up to 3499 sq.ft., C 3500 sq.ft. & above § 121.2
.22	Off-Street Parking, Commercial and Institutional	§§ 150.153-157, 159-160,204.5	Generally, none required if occupied floor area is less than 5000 sq.ft. §§ 151,161(g)
.23	Off-Street Freight Loading	§§ 150.153-155 204.5	Generally, none required if gross floor area is less than 10,000 sq.ft. §§ 152,161(b)
.24	Outdoor Activity Area	§ 790.70	P in front; C elsewhere § 145.2(a)
.25	Drive-Up Facility	§ 790.30	
.26	Walk-Up Facility	§ 790.140	P if recessed 3 ft.; C otherwise § 145.2(b)
.27	Hours of Operation	§ 790.48	P: 6 a.m. - 2 a.m. C: 2 a.m. - 6 a.m.
.30	General Advertising Sign	§§ 262.602-604, 608.1-.10,609	P § 607.1(e)1
.31	Business Sign	§§ 262.602-604, 608.1-.10,609	P § 607.1(f)2
.32	Other Signs	§§ 262.602-604, 608.1-.10,609	P § 607.1(c)(d)(g)

			Controls by Story		
		§ 790.118	1st	2nd	3rd +
.38	Residential Conversion	§ 790.84	P	C	
.39	Residential Demolition	§ 790.86	C	C	C

Retail Sales and Services

No.	Zoning Category	§ References	1st	2nd	3rd +
.40	Other Retail Sales and Services *(Not Listed Below)*	§ 790.102	P	P	
.41	Bar	§ 790.22	P		
.42	Full-Service Restaurant	§ 790.92	P #		
.43	Small Fast Food Restaurant	§ 790.90	P #		
.44	Large Fast Food Restaurant	§ 790.91	C #		
.45	Take-Out Food	§ 790.122	C		
.46	Movie Theater	§ 790.64	P		
.47	Adult Entertainment	§ 790.36			
.48	Other Entertainment	§ 790.38	P		
.49	Financial Service	§ 790.110	P		
.50	Limited Financial Service	§ 790.112	P		
.51	Medical Service	§ 790.114	P	P	
.52	Personal Service	§ 790.116	P	P	
.53	Business or Professional Service	§ 790.108	P	P	
.54	Massage Establishment	§ 790.60 § 2700 Police Code	C		
.55	Tourist Hotel	§ 790.46	C	C	C
.56	Automobile Parking	§§ 790.8,156,160	C	C	C

			SEC. 711. NC-2 Controls by Story		
No.	Zoning Category	§ References	1st	2nd	3rd +
.57	Automotive Gas Station	§ 790.14	C		
.58	Automotive Service Station	§ 790.17	C		
.59	Automotive Repair	§ 790.15	C		
.60	Automotive Wash	§ 790.18			
.61	Automobile Sale or Rental	§ 790.12			
.62	Animal Hospital	§ 790.6	C		
.63	Ambulance Service	§ 790.2			
.64	Mortuary	§ 790.62			
.65	Trade Shop	§ 790.124	P #	C #	
.66	Storage	§ 790.117			

Institutions and Non-Retail Sales and Services

No.	Zoning Category	§ References	1st	2nd	3rd +
.70	Administrative Service	§ 790.106			
.80	Hospital or Medical Center	§ 790.44			
.81	Other Institutions	§ 790.50	P	C	C
.82	Public Use	§ 790.80	C	C	C

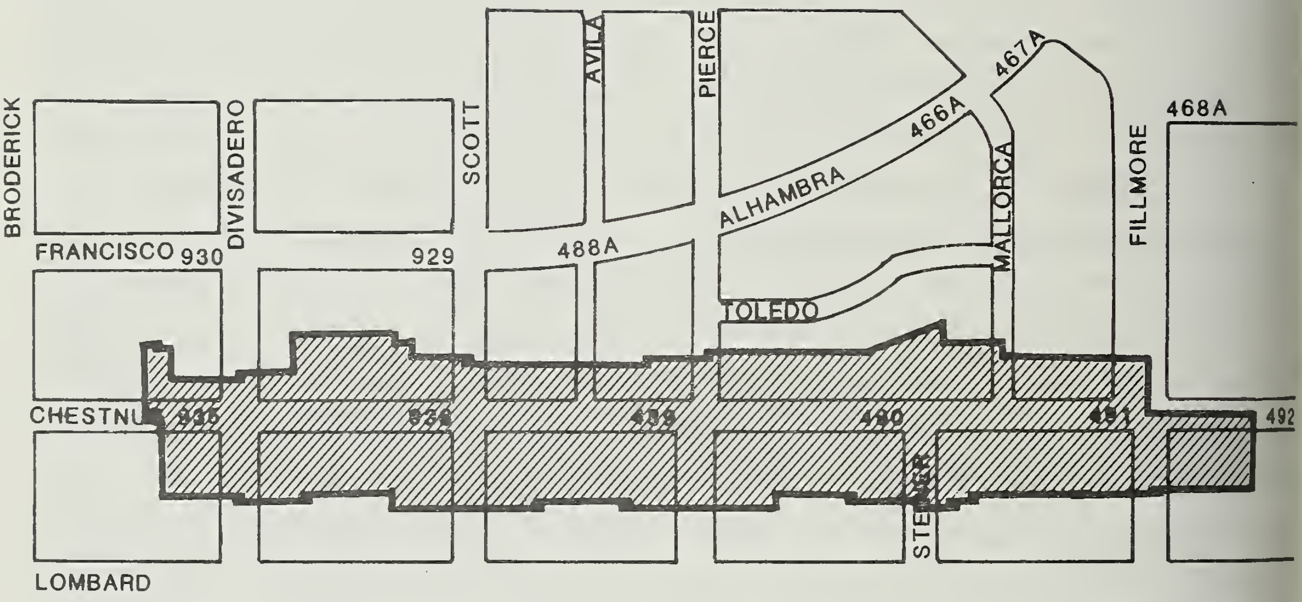
RESIDENTIAL STANDARDS AND USES

No.	Zoning Category	§ References	1st	2nd	3rd +
.90	Residential Use	§ 790.88	P	P	P
.91	Residential Density, Dwelling Units	§§ 207,207.1, 790.88(a)	Generally, 1 unit per 800 sq.ft. lot area § 207.4		
.92	Residential Density, Group Housing	§§ 207.1,790.88(b)	Generally, 1 bedroom per 275 sq.ft. lot area § 208		
.93	Usable Open Space *(Per Residential Unit)*	§§ 135,136	Generally, either 100 sq.ft. if private, or 133 sq.ft. if common § 135(d)		
.94	Off-Street Parking, Residential	§§ 150,153-157, 159-160,204.5	Generally, 1 space per unit §§ 151,161(a)(g)		
.95	Community Residential Parking	§ 790.10	C	C	C

SPECIFIC PROVISIONS FOR NC-2 DISTRICTS

Article 7 Code Section	Other Code Section	Zoning Controls
§ 711.42 § 711.43 § 711.44	§ 781.1	*TARAVAL STREET RESTAURANT AND FAST FOOD SUB-DISTRICT* *Boundaries*: Applicable only for the Taraval Street NC-2 district between 12th and 36th Avenues as mapped on Sectional Maps 5 SU and 6 SU *Controls*: Full-Service Restaurants and Small Fast Food Restaurants are C; Large Fast Food Restaurants are NP
§ 711.42 § 711.43 § 711.44	§ 781.2	*IRVING STREET RESTAURANT AND FAST FOOD SUB-DISTRICT* *Boundaries*: Applicable only for the portion of the Irving Street NC-2 district between 19th and 27th Avenues as mapped on Sectional Map 5 SU *Controls*: Small Fast Food Restaurants are C; Full-Service Restaurants and Large Fast Food Restaurants are NP
§ 711.43 § 711.44	§ 781.3	*OCEAN AVENUE FAST FOOD SUB-DISTRICT* *Boundaries*: Applicable only for the Ocean Avenue NC-2 District from Manor Drive to Phelan Avenue as mapped on Sectional Map 12 SU *Controls*: Small Fast Food Restaurants and Large Fast Food Restaurants are NP
§ 711.65	§ 236	*GARMENT SHOP SPECIAL USE DISTRICT* *Boundaries*: Applicable only for the portion of the Pacific Avenue NC-2 District east of Hyde Street as mapped on Sectional Map 1 SU[a] *Controls*: Garment Shops are P at the 1st and 2nd stories

rposed Controls. The proposed NC-2 district controls would more cifically address small and moderately sized districts currently regulated y C-2 zoning controls. The district would permit commercial development on h the ground and second stories. Floor area ratio would be 1.75 to 1. New -residential uses on lots greater than 3500 square feet, and all new elopment proposals on lots greater than 10,000 square feet, would be ject to conditional use review to encourage new buildings and commercial s to correspond to existing scales of development. Eating and drinking ablishments would be confined to the ground story. Bars and restaurants ld be permitted; large fast food and take-out food places would be subject conditional use review. The NC-2 portions of Taraval Street, Irving eet, and Ocean Avenue would be designated subdistricts with more stringent itations on restaurants and/or fast food establishments. Residences and itutional uses would be the only permitted uses on the third and upper ies. Under the proposed NCRS program, NC-2 districts are intended for d-use development which approximates or slightly exceeds the standard lot ern. Rear yards would be required at second stories and above and at all dential floor levels. The district would permit hours of operation een 6 a.m. and 2 a.m., with extended hours from 2 a.m. to 6 a.m. subject conditional use review. New residential development would be permitted on stories at the density of the nearest R district (minimum one unit for 800 sq. ft. of lot area). General commercial and residential off-street ing requirements would remain the same as existing controls. Refer to e III-4 on the previous page for a summary of proposed NC-2 district irements.



CHESTNUT
PROPOSED ZONING

Figure 26

— **NC-2 BOUNDARY**

▨ **SOFT-SITE STUDY AREA**

estnut Street: Representative NC-2 District: Setting

e representative location chosen for the NC-2 district is Chestnut Street om Fillmore to Broderick Streets, located in the Marina district and zoned 2 (Figure 26, previous page). Chestnut Street was chosen as the worst case -2 district in terms of a combination of transportation factors, especially rking and transit operations. Other proposed NC-2 districts are discussed relation to Chestnut Street following the Chestnut Street analysis.

mercial rents in the active Chestnut Street district are among the higher ighborhood commercial districts ($2.50/sq. ft. for ground story retail ace; $2.00-2.25 for such spaces larger than 4000 sq. ft.), and the vacancy te for retail stores and personal services is consistently lower than the tywide average.[1] This popular district has undergone an intensification commercial activity within its existing buildings. Chestnut Street is part he greater Marina-Cow Hollow district, which also includes Union Street, mbard Street, and the Marina Safeway. These districts each have a slightly ferent focus and function; in combination they serve the needs of local sidents, some city and regional shoppers, North Bay travellers, and urists. The location of regionally-oriented Union Street, four blocks to e south, has influenced the commercial character of Chestnut Street toward a re regional orientation. However, Chestnut Street has remained a primarily cal street whose stores are more oriented to residents of the Marina strict than those of Union Street. It does contain many upper story fices, particularly medical, but only one upper story restaurant. As rents ve escalated, building owners have renovated existing buildings and creased the rate of commercial turnover. In many cases, older commercial es have been replaced by higher intensity uses such as eating and drinking tablishments. Chestnut Street contains many one and two-story buildings, th some taller corner apartment buildings with ground-story storefronts.

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[1] an Francisco Department of City Planning, Economic Impact Report - eighborhood Commercial Rezoning, to be published December 1986.

Chestnut Street receives very good transit service via the 30-Stockton bus, which runs east-west the full length of the district and connects the Marina district to downtown; the crosstown 22-Fillmore bus serving the eastern part of the district; and the 43-Masonic serving the western portion. The district is characterized by an on- and off-street parking shortage. The city-owned Pierce Street garage operates at capacity for most of the day. The City Planning Department's 1985 Neighborhood Traffic Study indicates that although nearby Lombard and Union Streets have on-street parking shortages but unused capacity in off-street facilities, Chestnut Street has a total shortage of spaces, both on- and off-street. Traffic and transit circulation is slowed by drivers looking for parking spaces and illegal parking in red zones and double parking. The greatest congestion occurs between Pierce and Webster Streets. Parking demand spills over into residential portions of Marina district streets. Permit parking has recently gone into effect for Marina residents which limits non-resident parking to two hours. Although this measure should bring some relief to spillover parking problems in the neighborhood, employee and longer-term visitor parking demand may continue to aggravate existing problems in the Chestnut, Lombard, and Union Street districts.

3. Impacts

Land Use. Soft-site estimates and analysis for the Chestnut Street District, summarized in Table III-5 (next page), reflect possible conversions of residential to commercial use and some demolition and new construction. There are no vacant sites.

Development patterns resulting under proposed zoning controls could be similar to those which could result under existing C-2 zoning, except that somewhat more dwelling unit conversions to offices would be expected under existing zoning, leading to slightly higher overall development.

Overall commercial development under proposed zoning could occur incrementally over the 10-year time frame at a rate slightly less than that which could occur under existing zoning.

TABLE III-5

ESTIMATES OF 10-YEAR DEVELOPMENT POTENTIAL, NC-2 NEIGHBORHOOD COMMERCIAL DISTRICT

Chestnut Street

[All Figures are in Gross Square Feet Except Residential Units (Shown in Parentheses)]

	– 1 – Eating/ Drinking	– 2 – Retail	– 3 – Office	– 4 – Total 1–3	– 5 – Other[1]	– 6 – Vacant[2]	– 7 – Total Non-Residential	– 8 – Residential Sq.Ft. (Units)		– 9 – Total Sq.Ft.
Existing Land Use:	62,800	206,100	21,900	290,900	41,200	8,900	341,000	358,700	(449)	699,700
Under Existing Zoning:										
New Construction[3]	+1,600	+4,300	+1,700	+7,600	0	0	+7,600	+9,800	(+8)	+17,400
Conversions of Use	0	0	+12,300	+12,300	0	0	+12,300	–12,300	(–10)	0
Total Change	+1,600	+4,300	+14,100	+19,900	0	0	+19,900	–2,500	(–2)	+17,400
Potential Land Use	64,400	210,400	36,000	310,800	41,200	8,900	360,900	356,200	(447)	717,100
% Change–Land Use	+3%	+2%	+64%	+7%	0%	0%	+6%	–1%	–1%	+2%
Under Proposed Zoning:										
New Construction[3]	+1,600	+4,300	+1,700	+7,600	0	0	+7,600	+9,800	(+8)	+17,400
Conversions of Use	0	0	+10,600	+10,600	0	0	+10,600	–10,600	(–7)	0
Total Change	+1,600	+4,300	+12,300	+18,300	0	0	+18,300	–800	(+1)	+17,400
Potential Land Use	64,400	210,400	34,200	309,200	41,200	8,900	359,300	357,900	(450)	717,100
% Change–Land Use	+3%	+2%	+56%	+6%	0%	0%	+5%	0%	0%	+2%

NOTES:

[1] Other = Non-Intensive Retail such as Paved Parking Lots, Non-Accessory Storage, etc.; Auto Garages and Service Stations; and Institutional Uses such as Churches, Schools, and Hospitals.

[2] Vacant = Vacant Lots and Vacant Commercial Spaces.

[3] New Construction = Construction and Demolition.

Square footage totals in rows and columns do not balance due to changes in building envelopes on lots, area taken up by rounding, and other factors.

All land use estimates are approximate.

Transportation. Table III-6 presents projected new peak period trip ends by mode, based on the development potential estimates calculated for the Chestnut Street District.

TABLE III-6

CHESTNUT STREET DISTRICT

PROJECTED NEW PEAK PERIOD* TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	20 Vehicle Trip Ends	20 Vehicle Trip Ends
MUNI:	19 MUNI Trip Ends	18 MUNI Trip Ends
Walk:	106 Walking Trip Ends	104 Walking Trip Ends
New Parking Demand:	3 Spaces	3 Spaces

* Peak period is Saturday afternoon, 1:00 - 4:00 p.m.

Existing or proposed controls would allow some additional commercial development, which would lead to a negligible increase in the on-street parking shortage. Most of the new trips which the new development would attract would consist of persons reaching the destination on foot after having arrived by car or MUNI; refer to Section III.C. (Environmental Impacts, Methodology) and Appendix B (Transportation Impact Methodology) for further discussion of this "linked trips" concept. The small number of net new housing units would add a negligible number of trips during commercial peak periods, and would not add measurably to the on-street parking shortage because of required off-street parking (one space per unit).

The parking demand increment over the next 10 years should not be discernible to residents and users of the area. The small additional number of vehicle trips, spread over a three-hour peak period, would not perceptibly increase traffic congestion or interference with transit operations. The small number of additional MUNI trips, spread over the three-hour peak period and a number of transit lines, would not cause line capacities to be exceeded. Therefore it is concluded that the additional increment of traffic, parking demand, and transit ridership will not be significant with the proposed project.

Refer to the Mitigation Measures section of this report for a discussion of possible measures to lessen existing parking problems.

C-2 DISTRICTS IN GENERAL:

his section will discuss other proposed NC-2 districts and the likely impacts f the NCRS proposal thereupon, based on the Chestnut Street analysis. Some C-2 locations are too small to experience any substantial potential new evelopment and concomitant impacts. Therefore, only those NC-2 districts arger than three blocks are considered in this discussion (it is recognized n the assumption that block length varies considerably). These locations are:

C-2 District:	Approximate Size (in blocks):
alboa Street (3rd-7th Avenue)	4
alboa Street (33rd-39th Avenue)	6
hestnut Street (Fillmore-Broderick)	5
ortland Avenue (Elsie-Folsom)	9
ivisadero (Haight-O'Farrell/Bush-Sacramento)	12/3
iamond Street (Glen Park)	4
rving Street (5th-27th Avenue)	22
udah Street (27th-33rd Avenue)	6
ission Street (Highland-College/Trumbull-Silver)	3/4
ission Street (Rolph-County Line)	10
oriega Street (19th-27th/30th-33rd Avenue)	8/3
cean Avenue (Phelan-Manor)	13
acific Avenue (Taylor-Polk)	5
eland Avenue (Cora-Bayshore)	5
an Bruno Avenue (Hale-Olmstead)	9
loat Boulevard (43rd-48th Avenue)	5
araval Street (12th-36th Avenue)	24
3th Street/20th Street (Potrero Hill)	2/2

determine likely impacts of development which could occur under the roposed zoning, these districts were categorized as having good, fair, or oor existing transportation conditions (parking--degree of difficulty in inding parking spaces; transit--operational conflicts of traffic with transit ehicles; and circulation--degree of traffic congestion). The categorizations ere based on ratings and assessments performed by staff from various City transportation agencies as described in the Methodology section (Section III.C., page III-6) and Appendix A (Land Use Impact Methodology). Districts were rated on a scale of A-F for parking, transit, and traffic circulation by the San Francisco Parking Authority; Department of Public Works - Traffic Engineering; MUNI Planning; and Department of City Planning - Transportation Section. Districts placed in the category of "good" existing conditions received no rating lower than "B" in any of the three categories. Districts rated "fair" received ratings including "C's", up to one "D". Districts with more than one "D" or lower rating were rated "poor."

After the NC-2 district ratings are presented, the likelihood of large, moderate, or small amounts of new commercial development under the proposed zoning is discussed for each district. A "small" amount of new commercial development was considered to be an addition of less than 15% of existing commercial square footage, both through new construction and intensification of use, over the next 10 years. A "moderate" amount was considered to be a 15% to 25% increase; and a "large" amount over 25% over the next 10 years. Those districts which have good existing transportation conditions could accommodate a large amount of new development without generating noticeable transportation impacts such as substantial increases in vehicle trips, transit operation interference, or parking demand; those with fair existing conditions could accommodate a moderate amount of new development; and those with poor existing conditions could accommodate only a small amount of new development. Although somewhat arbitrary, these determinations can be made with a good degree of confidence based on the development estimates and resulting transportation effects for the 20 districts analyzed in detail for this report. Even in districts with the largest amounts of estimated new development, no notable increase in vehicle trips, MUNI trips, or parking space demand was projected. As a benchmark, the analyzed Chestnut Street district is considered to have poor existing transportation conditions and a small amount of potential new development (about a six percent increase over existing square footage as estimated through soft-site analysis).

stricts with Good Existing Transportation Conditions:

strict	Ratings (Parking/Transit/Circulation)	Potential Amount of New Development
lboa Street (3rd-7th Avenue)	B/A/B	Small
ving Street (10th-19th Avenue)	A/A/B	Small
dah Street (27th-33rd Avenue)	A/A/A	Moderate
ssion Street (Highland-College)	B/A/B	Small
ssion Street (Rolph-County Line)	B/A/B	Small
riega Street (19th-27th/30th-33rd Avenue)	B/A/A	Small
land Avenue (Cora-Bayshore)	A/-/A	Small
n Bruno Avenue (Hale-Olmstead)	B/A/B	Small
oat Boulevard (43rd-48th Avenue)	A/A/A	Moderate
raval Street (12th-36th Avenue except 17th-22nd Avenue)	A/A/A	Moderate
th Street/20th Street (Potrero Hill)	B/A/A	Moderate

ving Street experiences worse congestion during commute peaks, especially ar 9th and 19th Avenues (rating C to D during 4:00 - 6:00 p.m. weekdays); though commercial activity can contribute to congestion as commuters stop r shopping trips on their way home, the effects of increased commercial tivity are most apparent during commercial activity peaks, typically turday afternoons. Also, the congestion is localized to two major oss-streets. Therefore, the commute peak rating was not taken as presentative of Irving Street conditions during commercial peaks.

e above districts could accommodate considerable new development without eating notable parking, transit, or traffic impacts. Judah, Sloat, Taraval, d 18th/20th Streets are considered candidates for moderate intensification. e other districts are generally expected to experience a small amount of new velopment over the 10-year analysis timeframe. In all cases the amount of w development could be accommodated.

istricts with Fair Existing Transportation Conditions:

istrict	Ratings (Parking/Transit/Circulation)	Potential Amount of New Development
alboa Street (33rd-39th Avenue)	C/A/A	Moderate

District	Ratings (Parking/Transit/Circulation)	Potential Amount of New Development
Cortland Avenue (Elsie-Folsom)	A/D/A	Small
Divisadero Street (Except Haight-Golden Gate)	B-C/D/B	Moderate
Diamond Street (Glen Park)	B/D/A	Moderate
Irving Street (19th-27th Avenue)	C/A/A	Moderate
Mission Street (Trumbull-Silver)	C/C-D/B	Small
Ocean Avenue (Phelan-Manor)	D/C/B	Moderate
Pacific Avenue (Taylor-Polk)	B/C-D/B	Moderate
Taraval Street (17th-22nd Avenue)	B/C-D/C	Moderate

The above districts could accommodate a moderate amount of new development without creating significant parking, transit, or traffic impacts. All of these districts are considered candidates for moderate intensification with the exception of Cortland Avenue and Mission Street, which are relatively stable. None of these districts is expected to exhibit a large amount of new development over the next 10 years. Ocean Avenue soft-site and transportation analysis is available as a result of a separate study, and indicates a 10-year peak period demand for 5 additional parking spaces, 61 new vehicle trips, and 208 new MUNI trips under either existing or proposed zoning.[1] These gradual increments are not expected to be noticable over the 10-year analysis timeframe and spread over the three-hour peak period.

Districts with Poor Existing Transportation Conditions:

District	Ratings (Parking/Transit/Circulation)	Potential Amount of New Development
Chestnut Street (Fillmore-Broderick)	F/E-F/B	Small
Divisadero Street (Haight-Golden Gate)	B/E/B	Moderate
Irving Street (5th-10th Avenue)	D/C-D/C-D	Small

These districts could accommodate a small amount of new development before notable parking, transit, or traffic congestion impacts would occur. Chestnut

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[1] San Francisco Department of City Planning, "Ocean Avenue Neighborhood Transportation Study," May 30, 1986

Street, as analyzed through soft-site analysis, would accommodate a relatively small amount of new commercial development under proposed zoning because of its existing intensively built-out character. Inner Irving Street is also essentially built out and is expected to undergo a relatively small amount of intensification over the next 10 years, primarily because the district has already undergone substantial intensification of such higher impact business activities as restaurants and take-out food places. Underutilized off-street parking facilities are available to reduce the on-street parking problems in the Irving/9th Avenue area. Also, an additional 26 spaces for public use have been budgeted by the Parking Authority for the Laguna Honda School lot on 6th Avenue.

Divisadero Street may experience a moderate amount of new development, depending on the extent of commercial revitalization which may occur in that portion of the Western Addition. Increases in parking demand would occur. The area, with an existing adequate on-street supply, could accommodate some additional parking demand. Larger new commercial construction would be required to provide off-street parking according to Planning Code or Redevelopment Agency requirements; such parking accordingly would reduce on-street demand. Existing traffic circulation is good (level of service B). Transit operations are at level of service E between Haight and Golden Gate, but are not expected to deteriorate substantially because parking and circulation service levels are high enough to absorb additional congestion without a major increase in interference with buses.

Conclusions: NC-2 Districts:

The impacts of increased commercial development which could occur under NCRS are not considered significant given the small additional increment of parking demand in the analysis of Chestnut Street and the extension of that analysis to the other NC-2 districts as presented above; and given the general measures available to mitigate parking impacts discussed in the Mitigation section. Almost all NC-2 districts have good transit accessibility, providing an alternative to automobile trips for drivers unwilling to put up with any increase in traffic congestion and parking shortages.

NC-3: MODERATE-SCALE NEIGHBORHOOD COMMERCIAL DISTRICT

1. Setting

Physical Scale. Proposed NC-3 districts include the largest and most intensely developed neighborhood commercial districts in San Francisco, and include some of the longest linear commercial streets in the city, some having continuous retail development for many blocks. Refer to Figures 1-24 in Chapter II for locations of proposed NC-3 districts. Large-scale lots and buildings and wide streets distinguish the district from smaller-scaled commercial streets, although some proposed NC-3 districts also include small and moderately scaled buildings. Most structures typically range in height from two to four stories with occasional taller buildings. Due to a high level of commercial activity, many commercial buildings do not have rear yards.

Land Use. Proposed NC-3 districts are intended to provide a wide range of commercial uses. They serve in most cases as linear shopping streets which offer comparison and specialty goods to a population greater than the immediate area, additionally providing convenience goods and services to their surrounding neighborhoods. A wide range of goods and services is typically offered, including all types of retail and personal, medical, business, and professional service establishments. Proposed NC-3 districts have more automobile-oriented uses, such as automobile repair garages and gas stations, than do the smaller general area districts. Compared with other districts, proposed NC-3 districts have fewer upper story residential uses and a higher proportion of fully commercial buildings.

Development patterns and commercial uses are more intense than in proposed NC-1 and NC-2 districts. In some cases commercial establishments consist of large-scale citywide retail and service activities. The intensity of commercial development and pedestrian activity, however, is less than that in C-3 (Downtown) districts.

ransportation. Proposed NC-3 districts are for the most part located along eavily-trafficked thoroughfares which also serve as major transit routes. nese transit routes, such as 14-Mission, 38-Geary, and 15-Third, are among ne more important in the city and often connect the downtown with outlying ections. Traffic volumes in moderate-scale districts are higher due to their nportance as major arterials. Since these streets are typically wider than nose in NC-1 and NC-2 districts, heavier traffic volumes can be ccommodated. The extent of parking congestion in proposed NC-3 districts epends upon the location of the commercial district and the number of utomobile shoppers. In some proposed NC-3 districts in densely developed arts of the city, parking spaces are difficult to find. Just off Mission treet at 21st Street, for example, a city parking garage has been constructed o alleviate parking congestion. Most proposed NC-3 districts, however, have n adequate number of on-street parking spaces.

. Existing and Proposed Controls

xisting Controls. Existing zoning in moderate-scale neighborhood commercial istricts is typically C-2. C-2 zoning permits a wide range of commercial ses at all floors. Commercial floor area ratio is 3.6 to 1. Off-street arking requirement for general retail and office uses is one space for each 00 square feet of occupied floor area over 5,000 sq. ft., up to 20,000 sq. t.; one space for each 250 sq. ft. over 20,000 sq. ft. Residential density n C-2 districts is that of the nearest R district (minimum one unit for each 00 sq. ft. of lot area). Residential off-street parking requirement is one pace per unit. A few proposed NC-3 areas are currently zoned C-M (Heavy ommercial), allowing a wider range of uses, requiring conditional use uthorization for residential uses, floor area ratio of 9 to 1. Refer to able II-1 in Chapter II for a summary of C-2 and C-M requirements.

roposed Controls. The proposed NC-3 district classification is designed to ddress larger sized commercial districts currently zoned C-2. NC-3 districts ncourage a diversified commercial environment, and would permit a wide ariety of uses. The district would permit retail development on both the round and second stories, and personal services and offices on all stories in ewly constructed buildings. Commercial floor area ratio would be 3.6 to 1.

TABLE III-7 NC-3

SEC. 712.
MODERATE-SCALE NEIGHBORHOOD COMMERCIAL DISTRICT
NC-3 ZONING CONTROL TABLE

BUILDING STANDARDS

No.	Zoning Category	§ References	SEC. 712. NC-3 Controls
.10	Height and Bulk	§§ 102.11,105, 106,250-252,260, 270,271	Generally, 40-X See Zoning Map
.11	Lot Size *[Per Development]*	§§ 790.56,121.1	P up to 9999 sq.ft., C 10,000 sq.ft. & above § 121.1
.12	Rear Yard	§§ 130,134,136	Required at residential levels only § 134(a)(e)
.13	Street Frontage		Required § 145.1
.14	Awning	§ 790.20	P § 136.1(a)
.15	Canopy	§ 790.26	P § 136.1(b)
.16	Marquee	§ 790.58	P § 136.1(c)
.17	Street Trees		Required § 143

COMMERCIAL AND INSTITUTIONAL STANDARDS AND USES

No.	Zoning Category	§ References	SEC. 712. NC-3 Controls
.20	Floor Area Ratio	§§ 102.8,102.10, 123	3.6 to 1 § 124(a)(b)
.21	Use Size *[Non-Residential]*	§ 790.130	P up to 4999 sq.ft., C 5000 sq.ft. & above § 121.2
.22	Off-Street Parking, Commercial and Institutional	§§ 150,153-157, 159-160,204.5	Generally, none required if occupied floor area is less than 5000 sq.ft. §§ 151,161(g)
.23	Off-Street Freight Loading	§§ 150,153-155 204.5	Generally, none required if gross floor area is less than 10,000 sq.ft. §§ 152,161(b)
.24	Outdoor Activity Area	§ 790.70	P in front; C elsewhere § 145.2(a)
.25	Drive-Up Facility	§ 790.30	
.26	Walk-Up Facility	§ 790.140	P if recessed 3 ft.; C otherwise § 145.2(b)
.27	Hours of Operation	§ 790.48	No Limit
.30	General Advertising Sign	§§ 262,602-604, 608.1-.10,609	P # § 607.1(e)2
.31	Business Sign	§§ 262,602-604, 608.1-.10,609	P # § 607.1(f)3
.32	Other Signs	§§ 262,602-604, 608.1-.10,609	P # § 607.1(c)(d)(g)

No.	Zoning Category	§ 790.118	Controls by Story 1st	2nd	3rd +
.38	Residential Conversion	§ 790.84	P	C	
.39	Residential Demolition	§ 790.86	C	C	C

Retail Sales and Services

No.	Zoning Category	§ References	1st	2nd	3rd +
.40	Other Retail Sales and Services *[Not Listed Below]*	§ 790.102	P	P	P
.41	Bar	§ 790.22	P	P	
.42	Full-Service Restaurant	§ 790.92	P	P	
.43	Small Fast Food Restaurant	§ 790.90	P #	P #	
.44	Large Fast Food Restaurant	§ 790.91	C #	C #	
.45	Take-Out Food	§ 790.122	C	C	
.46	Movie Theater	§ 790.64	P	P	
.47	Adult Entertainment	§ 790.36	C	C	
.48	Other Entertainment	§ 790.38	P	P	
.49	Financial Service	§ 790.110	P	P	
.50	Limited Financial Service	§ 790.112	P	P	
.51	Medical Service	§ 790.114	P	P	P
.52	Personal Service	§ 790.116	P	P	P
.53	Business or Professional Service	§ 790.108	P	P	P
.54	Massage Establishment	§ 790.60 § 2700 Police Code	C	C	
.55	Tourist Hotel	§ 790.46	C	C	C
.56	Automobile Parking	§§ 790.8,156,160	C	C	C

No.	Zoning Category	§ References	SEC. 712. NC-3 Controls by Story 1st	2nd	3rd +
.57	Automotive Gas Station	§ 790.14	C		
.58	Automotive Service Station	§ 790.17	C		
.59	Automotive Repair	§ 790.15	C	C	
.60	Automotive Wash	§ 790.18	C		
.61	Automobile Sale or Rental	§ 790.12	C		
.62	Animal Hospital	§ 790.6	C	C	
.63	Ambulance Service	§ 790.2	C		
.64	Mortuary	§ 790.62	C	C	C
.65	Trade Shop	§ 790.124	P	C	C
.66	Storage	§ 790.117	C	C	C

Institutions and Non-Retail Sales and Services

No.	Zoning Category	§ References	1st	2nd	3rd +
.70	Administrative Service	§ 790.106	C	C	C
.80	Hospital or Medical Center	§ 790.44	C	C	C
.81	Other Institutions	§ 790.50	P	P	P
.82	Public Use	§ 790.80	C	C	C

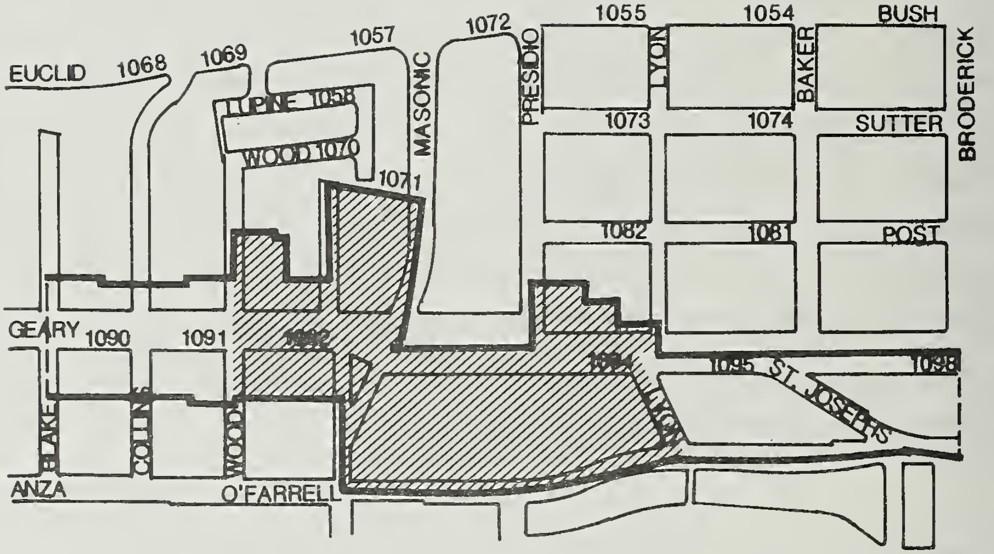
RESIDENTIAL STANDARDS AND USES

No.	Zoning Category	§ References	1st	2nd	3rd +
.90	Residential Use	§ 790.88	P	P	P
.91	Residential Density, Dwelling Units	§§ 207,207.1, 790.88(a)	Generally, 1 unit per 600 sq.ft. lot area § 207.4		
.92	Residential Density, Group Housing	§§ 207.1,790.88(b)	Generally, 1 bedroom per 210 sq.ft. lot area § 208		
.93	Usable Open Space *[Per Residential Unit]*	§§ 135,136	Generally, either 80 sq.ft. if private, or 100 sq.ft. if common § 135(d)		
.94	Off-Street Parking, Residential	§§ 150,153-157, 159-160,204.5	Generally, 1 space per unit §§ 151,161(a)(g)		
.95	Community Residential Parking	§ 790.10	C	C	C

SPECIFIC PROVISIONS FOR NC-3 DISTRICTS

Article 7 Code Section	Other Code Section	Zoning Controls
§ 712.30 § 712.31 § 712.32	§ 608.8	*MARKET STREET SPECIAL SIGN DISTRICT* *Boundaries*: Applicable only for the portion of the Market Street NC-3 District from Franklin to Octavia Streets as mapped on Sectional Map SSD *Controls*: Special restrictions and limitations for signs
§ 712.30 § 712.31 § 712.32	§ 608.10	*UPPER MARKET STREET SPECIAL SIGN DISTRICT* *Boundaries*: Applicable only for the portion of the Market Street NC-3 District from Octavia to Church Streets as mapped on Sectional Map SSD *Controls*: Special restrictions and limitations for signs
§ 712.44	§ 781.4	*GEARY BOULEVARD FAST FOOD SUB-DISTRICT* *Boundaries*: Applicable only for the portion of the Geary Boulevard NC-3 District between 14th and 28th Avenues as mapped on Sectional Maps 3 SU and 4 SU *Controls*: Large Fast Food Restaurants are NP
§ 712.43 § 712.44	§ 781.5	*MISSION STREET FAST FOOD SUB-DISTRICT* *Boundaries*: Applicable only for the portion of the Mission Street NC-3 District between 14th and 28th Avenues as mapped on Sectional Map 7 SU *Controls*: Small Fast Food Restaurants are C; Large Fast Food Restaurants are NP

ew non-residential uses greater than 5000 square feet, and all new evelopment proposals on lots greater than 10,000 square feet, would be ubject to conditional use review to encourage new buildings and commercial ses to be compatible with existing scales of development. Bars, restaurants, nd small fast food uses would be permitted on the first two stories; large ast food and take-out food places would be subject to conditional use eview. A Geary Boulevard Subdistrict would be created, applicable between 4th and 28th Avenues, in which large fast food restaurants would not be ermitted. A Mission Street Subdistrict, applicable between 14th and 28th treets, would prohibit large fast food restaurants and require conditional se authorization for small fast food restaurants. Residential conversions to ommercial use would be permitted on the ground story, conditional on the econd story, and prohibited on upper stories. In addition, new residential evelopment would be permitted on all stories at the density of the nearest R istrict (minimum one unit for each 600 sq. ft. of lot area). General ommercial and residential off-street parking requirements would remain the ame as existing controls. Refer to Table III-7 (previous page) for a summary f NC-3 district requirements.



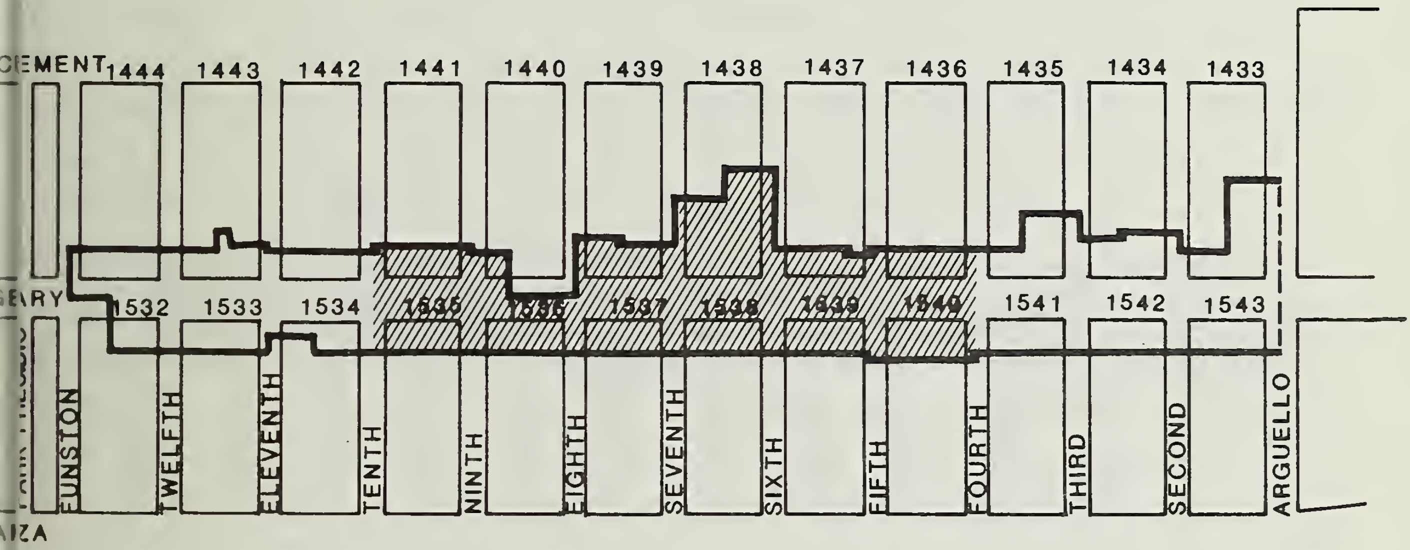
GEARY Lyon - Wood

PROPOSED ZONING

—— NC-3 BOUNDARY

▨ SOFT-SITE STUDY AREA

Figure 27

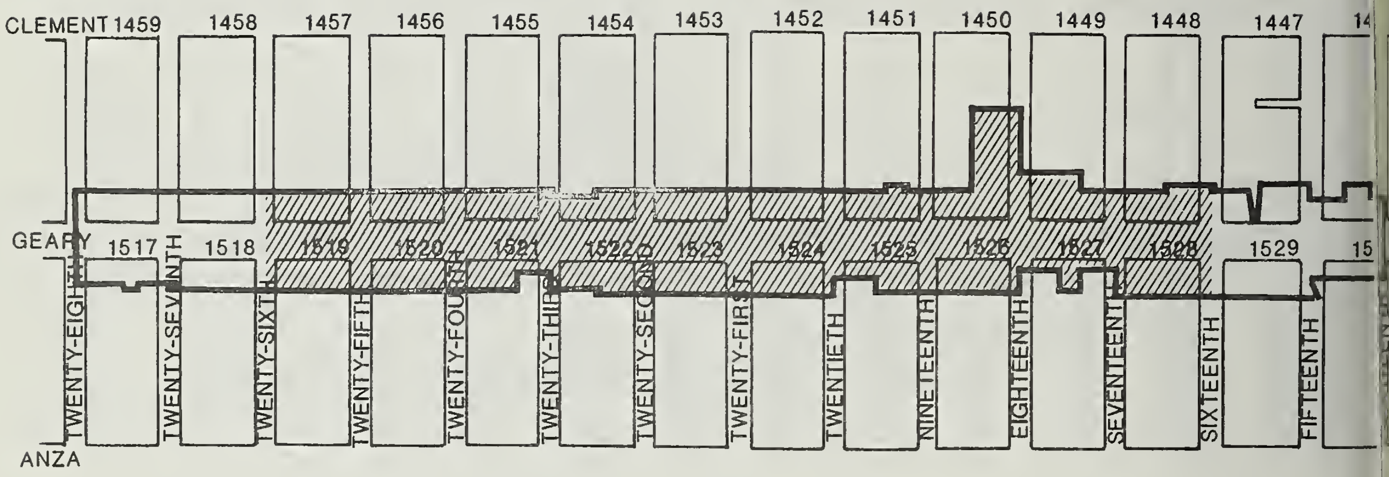


GEARY 4th -10th
PROPOSED ZONING

Figure 28

— **NC-3 BOUNDARY**

▨ **SOFT-SITE STUDY AREA**

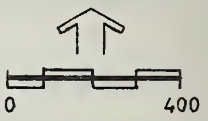


GEARY 16th - 26th
PROPOSED ZONING

— NC-3 BOUNDARY

▨ SOFT-SITE STUDY AREA

Figure 29



Geary Boulevard: Representative NC-3 District: Setting

The representative location chosen for the NC-3 district is Geary Boulevard. Three distinct commercial segments of Geary Boulevard were analyzed: Lyon to Wood Streets; 4th to 10th Avenues; and 16th to 26th Avenues. Each of these sections exhibits a different mixture of land uses and development densities, which is characteristic of other proposed NC-3 districts. Refer to Figures 27, 28, and 29 (previous pages) for maps of the three Geary subdistricts analyzed.

Lyon to Wood Streets: Centered around the heavily trafficked intersection of Geary Boulevard and Masonic Avenue, this section is dominated by several very large uses within and adjacent to the district: commercial (Sears and Bekins Storage) and public (Wallenberg High School and MUNI bus yard), and institutional (Kaiser Medical Center), as well as smaller businesses, about 30 housing units, and some vacant lots. It is by far the most heterogeneous section of the three. Transit service is provided by the 38-Geary, operating all hours every day; the 38BX-Geary Express, operating weekday commute peak periods only and stopping at Presidio Avenue; and the 38L-Geary Limited, operating weekday daytimes only and also stopping at Presidio Avenue. The district is crossed by the 43-Masonic and, during peak hours, by the 31BX-Balboa "B" Express. The area experiences no major transit or traffic circulation problems; however, bus zones in the area are too short to fully accommodate articulated coaches. On-street parking is heavily utilized largely because of demand generated by the Kaiser and Mount Zion Hospitals, located near the eastern portion of this segment of Geary. Proposed increases in off-street parking by these institutions would, if approved and built, reduce pressure for on-street parking and effectively provide more spaces for use by local businesses and residents.

4th to 10th Avenues: Centered around the high-volume intersection at 6th Avenue and Geary, this section ("Inner Geary") is characterized by mostly small-scale neighborhood commercial land uses, plus about 70 housing units. As development density along Geary Boulevard generally decreases toward the west, this section is of middle density among the three subdistricts. Transit service is provided by the 38-Geary, operating all hours every day; the

38BX-Geary Express, operating weekday commute peak periods only; and the 38L-Geary Limited, operating weekday daytimes only and stopping at 6th Avenue. The district is crossed by the 44-O'Shaughnessy, operating on 6th Avenue. Parking supply falls short of demand because of the combined demand generated by Clement Street shopping and restaurants and Geary Boulevard businesses. The parking shortage is felt on residential side streets, where residents compete with visitors for on-street spaces. Off-street facilities in this section of Geary are generally small and not for general public use.

16th to 26th Avenues: This section is centered around the high-volume intersections with 18th and 25th Avenues and is characterized by a mix of small-scale commercial land uses similar to that of the 4th-10th Avenues section, plus about 140 housing units. However, the general intensity and density of uses is slightly lower in this area. Currently a moratorium on new fast food uses is in place between 14th and 28th Avenues; a permanent Restricted Use Subdistrict prohibiting such uses for this portion has been proposed. Transit service is provided by the 38-Geary, operating all hours every day; the 38AX-Geary Express, operating weekday commute peak periods only, stopping at 25th Avenue; the 38BX-Geary Express, operating weekday commute peak periods only; and the 38L-Geary Limited, operating weekday daytimes only and stopping at 20th and 25th Avenues. The district is crossed by the 29-Sunset, operating on 25th Avenue. Notable traffic or parking problems are not present in this section, although MUNI buses have experienced difficulty avoiding traffic blockage at the 25th Avenue/Geary Boulevard stop.

3. Impacts

Land Use. Soft-site estimates and analysis for the Geary district, summarized in Tables III-8, III-10, and III-12, reflect a considerable number of conversions of residential to commercial uses, redevelopment to higher intensity uses, fuller buildout of existing structures, and new construction.

TABLE III–8
ESTIMATES OF 10–YEAR DEVELOPMENT POTENTIAL, NC–3 NEIGHBORHOOD COMMERCIAL DISTRICT
Geary Boulevard, Lyon to Wood Streets

[All Figures are in Gross Square Feet Except Residential Units (Shown in Parentheses)]

	– 1 – Eating/ Drinking	– 2 – Retail	– 3 – Office	– 4 – Total 1–3	– 5 – Other[1]	– 6 – Vacant[2]	– 7 – Total Non–Residential	– 8 – Residential Sq.Ft. (Units)		– 9 – Total Sq.Ft.
Existing Land Use:	3,900	266,300	600	270,800	323,400	9,900	604,100	49,400	(37)	653,500
Under Existing Zoning:										
New Construction[3]	+400	+2,700	+9,400	+12,500	–9,400	0	+3,100	0	(0)	+3,100
Conversions of Use	+300	+1,900	0	+2,200	–2,200	0	0	0	(0)	0
Total Change	+700	+4,600	+9,400	+14,700	–11,600	0	+3,100	0	(0)	+3,100
Potential Land Use	4,600	270,900	10,000	285,500	311,800	9,900	607,200	49,400	(37)	656,600
% Change-Land Use	+18%	+2%	+1,566%	+5%	–4%	0%	+1%	0%	0%	0%
Under Proposed Zoning:										
New Construction[3]	+400	+2,700	+9,400	+12,500	–9,400	0	+3,100	0	(0)	+3,100
Conversions of Use	+300	+1,900	0	+2,200	–2,200	0	0	0	(0)	0
Total Change	+700	+4,600	+9,400	+14,700	–11,600	0	+3,100	0	(0)	+3,100
Potential Land Use	4,600	270,900	10,000	285,500	311,800	9,900	607,200	49,400	(37)	656,600
% Change-Land Use	+18%	+2%	+1,566%	+5%	–4%	0%	+1%	0%	0%	0%

NOTES:

[1] Other = Non–Intensive Retail such as Paved Parking Lots, Non–Accessory Storage, etc.; Auto Garages and Service Stations; and Institutional Uses such as Churches, Schools, and Hospitals.

[2] Vacant = Vacant Lots and Vacant Commercial Spaces.

[3] New Construction = Construction and Demolition.

Square footage totals in rows and columns do not balance due to changes in building envelopes on lots, area taken up by rounding, and other factors.

All land use estimates are approximate.

Geary: Lyon to Wood. Development estimates for the Lyon-Wood section of Geary Boulevard (Table III-8, previous page) reflect a relatively limited potential for new commercial square footage:

Development patterns resulting under proposed zoning controls could be identical to those which could result under existing C-2 zoning. This is because proposed NC-3 requirements are so similar to existing controls as applied to the soft sites in this area. The soft sites along this segment of Geary are too small to trigger conditional use review of new development under proposed controls. Overall commercial development would occur incrementally over the 10-year time frame.

Transportation. Table III-9 presents projected new peak period trip ends by mode, based on the development potential estimates calculated for the Geary Boulevard/Lyon to Wood Streets area.

TABLE III-9
NC-3 (GEARY BLVD. - Lyon to Wood Streets) DISTRICT
PROJECTED NEW PEAK PERIOD* TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	7 Vehicle Trip Ends	7 Vehicle Trip Ends
MUNI:	24 MUNI Trip Ends	24 MUNI Trip Ends
Walk:	22 Walking Trip Ends	22 Walking Trip Ends
New Parking Demand:	1 Space	1 Space

* Peak period is Saturday afternoon, 1:00 - 4:00 p.m.

Proposed controls would allow some additional commercial development. Most of the new trips which the new development would attract would consist of persons reaching the destination on foot after having arrived by car or MUNI; refer to Section III.C. (Environmental Impacts, Methodology) and Appendix B (Transportation Impact Methodology) for further discussion of this "linked trips" concept.

The increment of parking demand over the next 10 years should not be discernible to residents and users of the area. The very small additional number of vehicle trips, spread over a three-hour peak period, would not perceptibly increase traffic congestion or interference with transit operations. The small number of additional MUNI trips, spread over the

TABLE III–10
ESTIMATES OF 10–YEAR DEVELOPMENT POTENTIAL, NC–3 NEIGHBORHOOD COMMERCIAL DISTRICT
Geary Boulevard, 4th to 10th Avenues

[All Figures are in Gross Square Feet Except Residential Units (Shown in Parentheses)]

	– 1 – Eating/ Drinking	– 2 – Retail	– 3 – Office	– 4 – Total 1–3	– 5 – Other[1]	– 6 – Vacant[2]	– 7 – Total Non–Residential	– 8 – Residential Sq.Ft. (Units)		– 9 – Total Sq.Ft.
Existing Land Use:	26,700	136,900	29,400	193,000	123,700	17,200	333,900	78,000	(67)	411,900
Under Existing Zoning:										
New Construction[3]	+2,700	+16,600	+16,500	+35,800	–22,200	–8,900	+4,700	+6,600	(+8)	+11,300
Conversions of Use	+1,600	+9,600	+2,700	+13,900	–8,400	0	+5,500	–2,700	(–2)	+2,800
Total Change	+4,300	+26,200	+19,200	+49,700	–30,600	–8,900	+10,200	+3,900	+(6)	+14,100
Potential Land Use	31,000	163,100	48,600	242,700	93,100	8,300	334,100	82,900	(73)	426,000
% Change–Land Use	+16%	+19%	+65%	+26%	–25%	–52%	+3%	+5%	+9%	+3%
Under Proposed Zoning:										
New Construction[3]	+2,400	+14,900	+16,500	+33,900	–27,100	–8,900	–2,100	+25,900	(+31)	+23,800
Conversions of Use	+900	+5,300	+2,700	+8,900	–3,500	0	+5,400	–2,700	(–2)	+2,700
Total Change	+3,300	+20,200	+19,200	+42,800	–30,600	–8,900	+3,300	+23,200	+(29)	+26,500
Potential Land Use	30,000	157,100	48,600	235,800	93,100	8,300	337,200	101,200	(96)	438,400
% Change–Land Use	+12%	+15%	+65%	+22%	–25%	–52%	+1%	+30%	+43%	+6%

NOTES: [1] Other = Non–Intensive Retail such as Paved Parking Lots, Non–Accessory Storage, etc.; Auto Garages and Service Stations; and Institutional Uses such as Churches, Schools, and Hospitals.

[2] Vacant = Vacant Lots and Vacant Commercial Spaces.

[3] New Construction = Construction and Demolition.

Square footage totals in rows and columns do not balance due to changes in building envelopes on lots, area taken up by rounding, and other factors.

All land use estimates are approximate.

three-hour peak period and a number of transit lines, would not cause line capacities to be exceeded. Therefore it is concluded that the additional increment of traffic, parking demand, and transit ridership will not be significant with the proposed project.

Geary: 4th to 10th Avenues. Development estimates for the 4th-10th Avenue section are summarized in Table III-10 (previous page).

Proposed zoning controls could allow somewhat less retail development and produce more residential units than existing zoning. Overall commercial development would occur incrementally over the 10-year time frame.

Transportation. Table III-11 presents projected new peak period trip ends by mode, based on the development potential estimates calculated for the Geary Boulevard/4th to 10th Avenue area.

TABLE III-11
GEARY BOULEVARD - 4TH TO 10TH AVENUES
PROJECTED NEW PEAK PERIOD* TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	35 Vehicle Trip Ends	28 Vehicle Trip Ends
MUNI:	126 MUNI Trip Ends	99 MUNI Trip Ends
Walk:	116 Walking Trip Ends	91 Walking Trip Ends
New Parking Demand:	6 Spaces	5 Spaces

* Peak period is Saturday afternoon, 1:00 - 4:00 p.m.

Proposed controls would allow some additional commercial development. Most of the new trips which the new development would attract would consist of persons reaching the destination on foot after having arrived by car or MUNI; refer to Section III.C. (Environmental Impacts, Methodology) and Appendix B (Transportation Impact Methodology) for further discussion of this "linked trips" concept.

The increment of parking demand over the next 10 years should not be discernible to residents and users of the area. Accessory parking required under the Planning Code for the estimated new development would amount to about 60 spaces, more than sufficient to accommodate projected demand. The very small additional number of vehicle trips, spread over a three-hour peak eriod, would not perceptibly increase traffic congestion or interference with ansit operations. The number of additional MUNI trips would be spread over he three-hour peak period and about 30 buses per hour (38-Geary bus headways re 4 minutes during Saturday; therefore 30 buses in both directions are ailable to accommodate the approximately 33 - 42 additional riders per our. This amounts to an average of just over one additional rider per bus.), nd thus would not be notable nor cause line capacities to be exceeded. Therefore it is concluded that the additional increment of traffic, parking emand, and transit ridership will not be significant with the proposed oject.

Refer to the Mitigation Measures section of this report (pages V-7 to V-12) or a discussion of possible measures to lessen existing parking problems.

Geary: 16th-26th Avenues. Development estimates for the 16th-26th Avenue ection, summarized in Table III-12 (next page), show the largest new square ootage potential of the three Geary sections.

The proposed zoning could allow less office development and produce more new esidential units than existing zoning. The amount of retail development ould be similar under both controls. Overall commercial development would ccur incrementally over the 10-year time frame.

Transportation. Table III-13 presents projected new peak period trip ends by ode, based on the development potential estimates calculated for the Geary Boulevard/16th to 26th Avenue area.

TABLE III-13
GEARY BOULEVARD - 16TH TO 26TH AVENUES
PROJECTED NEW PEAK PERIOD* TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	50 Vehicle Trip Ends	46 Vehicle Trip Ends
MUNI:	180 MUNI Trip Ends	164 MUNI Trip Ends
Walk:	166 Walking Trip Ends	152 Walking Trip Ends
New Parking Demand:	8 Spaces	8 Spaces

*Peak period is Saturday afternoon, 1:00 - 4:00 p.m.

TABLE III–12
ESTIMATES OF 10–YEAR DEVELOPMENT POTENTIAL, NC–3 NEIGHBORHOOD COMMERCIAL DISTRICT
Geary Boulevard, 16th to 26th Avenues

[All Figures are in Gross Square Feet Except Residential Units (Shown in Parentheses)]

	– 1 – Eating/ Drinking	– 2 – Retail	– 3 – Office	– 4 – Total 1–3	– 5 – Other[1]	– 6 – Vacant[2]	– 7 – Total Non–Residential	– 8 – Residential Sq.Ft. (Units)		– 9 – Total Sq.Ft.
Existing Land Use:	68,800	276,000	26,100	370,900	46,300	14,900	432,100	130,200	(138)	562,300
Under Existing Zoning:										
New Construction[3]	+6,400	+26,300	+38,200	+70,800	–39,000	–10,900	+20,900	0	(0)	+20,900
Conversions of Use	0	0	+21,700	+21,700	0	0	+21,700	–21,700	(–21)	0
Total Change	**+6,400**	**+26,300**	**+59,900**	**+92,500**	**–39,000**	**–10,900**	**+42,600**	**–21,700**	**(–21)**	**+20,950**
Potential Land Use	75,200	302,300	86,000	463,400	7,300	4,000	474,700	108,500	(117)	583,200
% Change–Land Use	+9%	+10%	+230%	+25%	–84%	–73%	+10%	–17%	–15%	+4%
Under Proposed Zoning:										
New Construction[3]	+5,700	+30,100	+22,200	+57,900	–39,000	–10,900	+8,000	+24,000	(+26)	+32,000
Conversions of Use	0	0	+14,600	+14,600	0	0	+14,600	–14,600	(–17)	0
Total Change	**+5,700**	**+30,100**	**+36,800**	**+72,500**	**–39,000**	**–10,900**	**+22,600**	**+9,400**	**(+9)**	**+32,000**
Potential Land Use	74,500	306,100	62,900	443,400	7,300	4,000	454,700	139,600	(147)	594,300
% Change–Land Use	+8%	+11%	+141%	+20%	–84%	–73%	+5%	+6%	+7%	+6%

NOTES:

[1] Other = Non–Intensive Retail such as Paved Parking Lots, Non–Accessory Storage, etc.; Auto Garages and Service Stations; and Institutional Uses such as Churches, Schools, and Hospitals.

[2] Vacant = Vacant Lots and Vacant Commercial Spaces.

[3] New Construction = Construction and Demolition.

Square footage totals in rows and columns do not balance due to changes in building envelopes on lots, area taken up by rounding, and other factors.

All land use estimates are approximate.

Proposed controls would allow some additional commercial development. Most of the new trips which the new development would attract would consist of persons reaching the destination on foot after having arrived by car or MUNI; refer to Section III.C. (Environmental Impacts, Methodology) and Appendix B (Transportation Impact Methodology) for further discussion of this "linked trips" concept.

The increment of parking demand over the next 10 years should not be discernible to residents and users of the area. Accessory parking required under the Planning Code for the estimated new development would amount to about 35 spaces, more than sufficient to accommodate projected demand. The very small additional number of vehicle trips, spread over a three-hour peak period, would not perceptibly increase traffic congestion or interference with transit operations. The number of additional MUNI trips, spread over the three-hour peak period and about 30 buses per hour, would amount to an average of about two additional persons per bus, which not be notable nor cause line capacities to be exceeded. Given the current relative lack of notable parking or congestion problems in this portion of Geary Boulevard, it is therefore concluded that the additional increment of traffic, parking demand, and transit ridership will not be significant with the proposed project.

NC-3 DISTRICTS IN GENERAL:

This section will discuss other proposed NC-3 districts and the likely impacts of the NCRS proposal thereupon, based on the Geary Boulevard analysis. Some NC-3 locations are too small to experience significant potential new development and concomitant impacts. Therefore, only those NC-3 districts larger than three blocks are considered in this discussion. These locations are:

NC-3 District:	Approximate Size (in blocks):
Divisadero Street (O'Farrell-Bush)	3
Fillmore Street (McAllister-Bush)	9
Franklin Street (Geary-Pine)	4

Geary Boulevard (Scott-Funston/14th-28th Avenue)	28/14
Gough/Franklin Streets (Grove-Golden Gate)	4
Lombard Street (Van Ness-Richardson)	12
Market Street (Franklin-Church)	7
Mission Street (16th-Army)	9
Mission Street (Army-Randall)	11
Mission Street (Silver-Niagara)	13
Polk Street (Golden Gate-Geary)	5
3rd Street (Innes-Yosemite/Gilman-Key)	15/5

As with NC-2 districts, to determine likely impacts of development which could occur under the proposed zoning, these NC-3 districts were categorized as having good, fair, or poor existing transportation conditions (parking, transit, circulation). The categorizations were based on ratings and assessments performed as described in the Methodology section of this report (page III-6). Districts were rated on a scale of A-F for parking, transit, and traffic circulation. Districts placed in the category of "good" existing conditions received no rating lower than "B" in any of the three categories. Districts rated "fair" received ratings including "C's", up to one "D". Districts with more than one "D" or lower rating were rated "poor."

After the NC-3 district ratings are presented, the likelihood of large, moderate, or small amounts of new commercial development under the proposed zoning is discussed for each district. A "small" amount of new commercial development was considered to be an addition of less than 15% of existing commercial square footage, both through new construction and intensification of use, over the next 10 years. A "moderate" amount was considered to be a 15% to 25% increase; and a "large" amount over 25% over the next 10 years. Those districts which have good existing transportation conditions could accommodate a large amount of new development without generating significant transportation impacts such as substantial increases in vehicle trips, transit operation interference, or parking demand; those with fair existing conditions could accommodate a moderate amount of new development; and those with poor existing conditions could accommodate only a small amount of new development. As described above under NC-2 districts, although somewhat arbitrary, these determinations can be made with a good degree of confidence based on the development estimates and resulting transportation effects for the 20 districts analyzed in detail for this report. Even in districts with the largest amounts of estimated new development, no significant increase in vehicle trips, MUNI trips, or parking space demand was projected. As a benchmark, the analyzed Geary Boulevard districts are considered to have fair existing transportation conditions and a small to moderate amount of potential new development (as confirmed through soft-site analysis).

Districts with Good Existing Transportation Conditions:

District	Ratings (Parking/Transit/Circulation)	Potential Amount of New Development
Gough-Franklin Streets (Grove-Golden Gate)	A/A/B	Moderate-Large
Mission Street (Army to Randall)	B/A/B	Small
3rd Street (Innes-Yosemite/Gilman-Key)	A/A/B	Small

The above districts could accommodate considerable new development without creating significant parking, transit, or traffic impacts. Of these districts, Gough-Franklin Streets could experience moderate to large levels of new commercial development. The other districts are generally expected to experience a small amount of new development.

Districts with Fair Existing Transportation Conditions:

District	Ratings (Parking/Transit/Circulation)	Potential Amount of New Development
Divisadero Street (O'Farrell-Bush)	B-C/D/B	Moderate
Fillmore Street (McAllister-Bush)	C/C-D/B	Large
Franklin Street (Geary-Pine)	B/A/C-D	Moderate-Large
Geary Boulevard (except 16th-22nd Ave)	C/C-D/B-C	Moderate
Lombard Street (Van Ness-Richardson)	C/C-D/B-C	Moderate
Market Street (Franklin-Church)	B/D/B (D/F peaks)	Moderate
Mission Street (Silver-Niagara)	B-C/C-D/B	Small-Moderate

Franklin Street, Lombard Street, Geary Boulevard, and Market Street operate at poorer levels of service for circulation during commute peak periods. While shopping trips linked to commute trips (i.e., persons stopping to shop on their way home from work) contribute somewhat to traffic congestion on major commute routes during evening commute peaks, commute peaks on these streets are not observed to coincide with neighborhood commercial trip peaks; therefore, the non-commute level of service rating was taken as being more representative of conditions during NC peaks. The above districts could accommodate a moderate to large amount of new development without creating significant parking, transit, or traffic impacts. Most of these districts are considered candidates for moderate intensification. The portion of Franklin Street south of Bush Street is in a Redevelopment Area and could experience an unknown amount of new development. The Redevelopment Agency property in the district has been developed and no proposals are under consideration by the Agency at this time; the extent of future development would depend on private landowner decisions.[1] A large amount of development in this area could worsen traffic circulation conditions. The commercial portion of Franklin Street north of Bush Street is more neighborhood-serving and is likely to experience a small amount of new development, which would not contribute appreciably to traffic congestion increases.

Fillmore Street could experience a relatively large amount of new commercial development based on the approved Fillmore Center (Fillmore between Geary and Turk; 65,000 sq. ft. of retail with 1,113 housing units) and Western Commercial Partnership (Geary between Fillmore and Webster; 45,000 sq. ft. of retail with 156 housing units) redevelopment projects and assuming continued upgrading of the area. These and other Redevelopment Agency projects would contain off-street parking facilities, substantially in conformance with Planning Code requirements (one space per housing unit; one space per 500 square feet of retail/office use) thus ameliorating their effect on on-street parking demand. Projects in Redevelopment Areas are exempt from new zoning controls, such as the proposed NCRS controls. Development in the Fillmore area outside of the Redevelopment Area, under proposed NCRS controls, would be of small to moderate amounts and would not generate notable impacts.

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[1] Gene Suttle, San Francisco Redevelopment Agency, telephone conversation, September 17, 1986.

Mission Street may gain a small to moderate amount of new commercial development depending upon socio-economic and other changes outside the scope of zoning controls. The proposed zoning is not expected to affect prospective new development to an extent that would cause have a noticeable effect on existing transportation problems. The Mission Street Fast Food Restricted Use Subdistrict would prohibit high trip-generating large fast food uses.

Districts with Poor Existing Transportation Conditions:

District	Ratings (Parking/Transit/Circulation)	Potential Amount of New Development
Geary Boulevard (16th-22nd Avenues)	D/C-D/B	moderate
Mission Street (16th Street-Army)	F/E/D	Small-Moderate
Polk Street (Golden Gate-Geary)	D-E/C/B-C	Small-Moderate

These districts theoretically could accommodate only a small to moderate amount of new development before significant parking, transit, or traffic impacts would occur. Geary Boulevard, as analyzed through soft-site analysis and discussed above on pages III-41 to III-49, would accommodate a moderate amount of new commercial development under proposed zoning yet significant new impacts would not occur because of the limited numbers of new trips and parking demand anticipated. (Note: Segments of Geary Boulevard given transportation ratings do not correspond exactly with those analyzed for development estimates.) The Geary Boulevard Fast Food Restricted Use Subdistrict would prohibit high trip-generating large fast food uses. Mission Street may gain a small to moderate amount of new commercial development depending upon socio-economic and other changes outside the scope of zoning controls. The Mission Street Fast Food Restricted Use Subdistrict would prohibit high trip-generating large fast food uses. Lower Polk Street has been stable but the Bakewell-Brown residential tower project at O'Farrell Street could spark a small to moderate amount of new development, which, based on all soft-site analysis carried out for other locations, could slightly increase the existing parking shortage but which would not amount to a notable worsening of parking problems. The Department of City Planning's Neighborhood Parking Plan presents general and specific measures designed to alleviate existing parking problems, discussed in the Mitigation section of this report (pages V-7 to V-12). Measures specific to Geary Boulevard, Mission Street, and lower Polk Street are discussed therein.

Conclusions: NC-3 Districts:

The impacts of increased commercial development which could occur under NCRS are not considered significant given the small additional increment of parking demand in the worst case analysis of portions of Geary Boulevard and the extension of that analysis to the other NC-3 districts as presented above; and measures available to mitigate parking impacts, as discussed in the Mitigation section. All NC-3 districts have good to excellent transit accessibility, providing an alternative to automobile trips for drivers unwilling to put up with any increase in traffic congestion and parking shortages.

NC-S: NEIGHBORHOOD COMMERCIAL SHOPPING CENTER DISTRICT

. Setting

hysical Scale. Proposed NC-S districts generally are small shopping centers r supermarket sites. Refer to the Figures 1-24 in Chapter II for locations f proposed NC-S districts. They differ in layout from the neighborhood ommercial linear shopping street, containing mostly one-story buildings which re generally removed from the street edge and set in a parking lot. The uilding scale and lot pattern in these districts is mixed. Proposed NC-S istricts do not have rear yards in the same sense as other districts; in most ases there is little area on the shopping center block not built upon or used or parking or loading, although most parking lots contain some landscaping.

and Use. Proposed NC-S districts include some of the more recent retail evelopment in San Francisco (post-1945). They serve as small shopping enters providing retail goods and personal services for auto-oriented hoppers. These districts commonly contain at least one anchor store or upermarket, and some districts also have small medical office buildings. The roposed NC-S designation encompasses shopping centers with a predominant eighborhood orientation, though certain exceptions serve a broader clientele e.g., San Francisco Farmer's Market). Supermarkets form the dominant use in any of these districts. Large general drug stores, personal service uses, estaurants, and medical offices are also common. Parking lots comprise a ignificant percentage of land use in these shopping centers. These districts end to be exclusively commercial, without residential units.

ransportation: Neighborhood commercial shopping center districts are cattered throughout the city and vary widely as to commercial intensity, arket service area, and relationship to the street. Thus, they are located n a variety of street types, from local to arterial streets. In general, owever, they tend to be located on collector or arterial streets. Most are ocated on MUNI transit routes. Most of these districts, particularly the ewer ones, have adequate parking, but some of the older, higher density istricts experience greater demand for parking during peak periods than is vailable in their lots.

TABLE III-14 NC-S

SEC. 713.
NEIGHBORHOOD COMMERCIAL SHOPPING CENTER DISTRICT
NC-S ZONING CONTROL TABLE

No.	Zoning Category	§ References	SEC. 713. NC-S Controls
BUILDING STANDARDS			
.10	Height and Bulk	§§ 102.11,105, 106,250-252,260, 270,271	Generally, 40-X See Zoning Map
.11	Lot Size *[Per Development]*	§§ 790.56,121.1	Not Applicable
.12	Rear Yard	§§ 130,134,136	Not Required
.13	Street Frontage		Required § 145.1
.14	Awning	§ 790.20	P § 136.1(a)
.15	Canopy	§ 790.26	P § 136.1(b)
.16	Marquee	§ 790.58	P § 136.1(c)
.17	Street Trees		Required § 143
COMMERCIAL AND INSTITUTIONAL STANDARDS AND USES			
.20	Floor Area Ratio	§§ 102.8,102.10, 123	1.0 to 1 § 124(a)(b)
.21	Use Size *[Non-Residential]*	§ 790.130	P up to 4999 sq.ft., C 5000 sq.ft. & above § 121.2
.22	Off-Street Parking, Commercial and Institutional	§§ 150,153-157, 159-160,204.5	Generally, none required if occupied floor area is less than 5000 sq.ft. §§ 151,161(g)
.23	Off-Street Freight Loading	§§ 150,153-155 204.5	Generally, none required if gross floor area is less than 10,000 sq.ft. §§ 152,161(b)
.24	Outdoor Activity Area	§ 790.70	P/C § 145.2(a)
.25	Drive-Up Facility	§ 790.30	C
.26	Walk-Up Facility	§ 790.140	P if recessed 3 ft.; C otherwise § 145.2(b)
.27	Hours of Operation	§ 790.48	P: 6 a.m. - 2 a.m. C: 2 a.m. - 6 a.m.
.30	General Advertising Sign	§§ 262,602-604, 608.1-.10,609	P § 607.1(e)1
.31	Business Sign	§§ 262,602-604, 608.1-.10,609	P § 607.1(f)2
.32	Other Signs	§§ 262,602-604, 608.1-.10,609	P § 607.1(c)(d)(g)

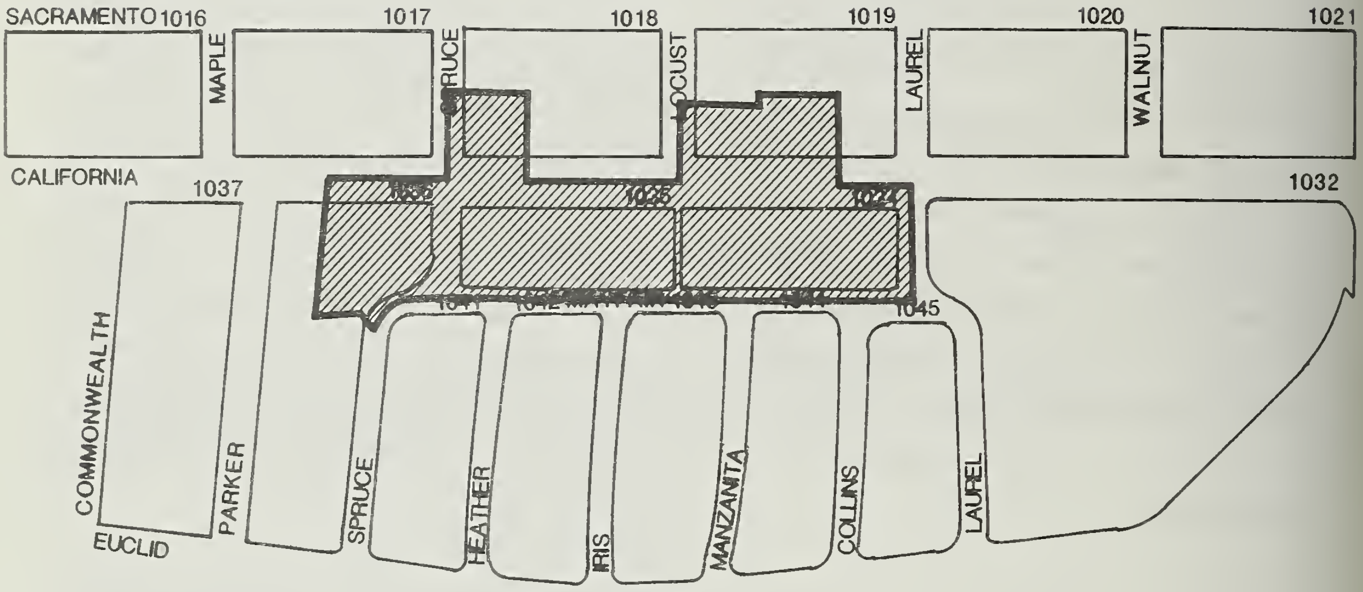
			Controls by Story		
		§ 790.118	1st	2nd	3rd +
.38	Residential Conversion	§ 790.84	P		
.39	Residential Demolition	§ 790.86	C	C	C
Retail Sales and Services					
.40	Other Retail Sales and Services *[Not Listed Below]*	§ 790.102	P	P	
.41	Bar	§ 790.22	P	P	
.42	Full-Service Restaurant	§ 790.92	P	P	
.43	Small Fast Food Restaurant	§ 790.90	P	P	
.44	Large Fast Food Restaurant	§ 790.91	C	C	
.45	Take-Out Food	§ 790.122	C	C	
.46	Movie Theater	§ 790.64	P		
.47	Adult Entertainment	§ 790.36			
.48	Other Entertainment	§ 790.38	P	P	
.49	Financial Service	§ 790.110	P	P	
.50	Limited Financial Service	§ 790.112	P	P	
.51	Medical Service	§ 790.114	P	P	
.52	Personal Service	§ 790.116	P	P	
.53	Business or Professional Service	§ 790.108	P	P	
.54	Massage Establishment	§ 790.60 § 2700 Police Code	C	C	
.55	Tourist Hotel	§ 790.46			
.56	Automobile Parking	§§ 790.8,156,160	P	P	

			SEC. 713. NC-S Controls by Story		
No.	Zoning Category	§ References	1st	2nd	3rd +
.57	Automotive Gas Station	§ 790.14	C		
.58	Automotive Service Station	§ 790.17	P		
.59	Automotive Repair	§ 790.15			
.60	Automotive Wash	§ 790.18	C		
.61	Automobile Sale or Rental	§ 790.12			
.62	Animal Hospital	§ 790.6	C	C	
.63	Ambulance Service	§ 790.2			
.64	Mortuary	§ 790.62	C	C	
.65	Trade Shop	§ 790.124	P	P	
.66	Storage	§ 790.117	C	C	
Institutions and Non-Retail Sales and Services					
.70	Administrative Service	§ 790.106	C	C	
.80	Hospital or Medical Center	§ 790.44			
.81	Other Institutions	§ 790.50	P	P	
.82	Public Use	§ 790.80	C	C	C
RESIDENTIAL STANDARDS AND USES					
.90	Residential Use	§ 790.88	P	P	P
.91	Residential Density, Dwelling Units	§§ 207,207.1, 790.88(a)	Generally, 1 unit per 800 sq.ft. lot area § 207.4		
.92	Residential Density, Group Housing	§§ 207.1,790.88(b)	Generally, 1 bedroom per 275 sq.ft. lot area § 208		
.93	Usable Open Space *[Per Residential Unit]*	§§ 135,136	Generally, either 100 sq.ft. if private, or 133 sq.ft. if common § 135(d)		
.94	Off-Street Parking, Residential	§§ 150,153-157, 159-160,204.5	Generally, 1 space per unit §§ 151,161(a)(g)		
.95	Community Residential Parking	§ 790.10	C	C	C

Existing and Proposed Controls

isting Controls. Existing zoning in neighborhood commercial shopping center istricts is typically C-1 or C-2. Most commercial uses are permitted at all loors in C-1 districts. Residential density in C-1 districts is that of the arest R district (minimum 800 sq. ft. of lot area per unit). C-2 zoning rmits a wider range of commercial uses at all floors. Residential density C-1 and C-2 districts is that of the nearest R district (minimum 800 sq. . of lot area per unit). Floor area ratio in both districts is 3.6 to 1. fer to Table II-1 in Chapter II for a summary of C-1 and C-2 requirements.

oposed Controls. The proposed NC-S district controls would allow for large mmercial uses in low-scale buildings; the floor area ratio would be .75 to . Most retail uses would be permitted on the first two stories, but large ast food restaurants and take out food uses would require conditional use thorization. Some auto uses would be permitted at the first story. Limited torage and administrative service functions would be permitted as conditional ses. Rear yards requirements would not be applicable. Proposed new uses arger than 5,000 square feet would require conditional use authorization. fer to Table III-14, page III-56, for a summary of proposed NC-S district quirements.



LAUREL VILLAGE

PROPOSED ZONING

— NC-S BOUNDARY

▨ SOFT-SITE STUDY AREA

Figure 30

Laurel Village: Representative NC-S District: Setting

The representative location chosen for the NC-S district is Laurel Village shopping center, located in the Laurel Heights district on California Street between Laurel Street and Parker Avenue (refer to Figure 30, previous page). Laurel Village was chosen as the "worst case" NC-S district primarily because its parking is more limited than other districts in relation to demand.

Laurel Village is an active shopping center serving the nearby Laurel Heights, Presidio Heights, and Pacific Heights neighborhoods. It is somewhat different from most proposed NC-S districts in that its buildings present a fairly uniform street frontage more like typical neighborhood commercial linear street development. The Shopping Center proper is a mostly one-story retail complex on the south side of California Street with a mix of local-serving convenience stores and some comparison retail goods. Most buildings are built on the front half of their lots, with the rear halves forming a common parking lot. The portion of the district west of Spruce Street is a cluster of medical and business office buildings which are included in the proposed NC-S designation but which are not strictly a part of the Laurel Village Shopping Center. A medical office building and a restaurant on the north side of California Street are also included in the NC-S designation. The district is very stable. The turnover in businesses which does occur generally has not changed the overall mix and character of uses. The University of California, San Francisco Laurel Heights campus at the old Fireman's Fund Building at Divisadero Street may increase future commercial demand on Laurel Village.

California Street functions as a secondary thoroughfare and is a designated transit preferential street. The Laurel Village Shopping Center frontage has angled on-street parking. These spaces, plus those in the parking lot to the rear of the shopping center, are not always sufficient to accommodate demand in the area because of the nearby Children's and Marshall Hale Hospitals and numerous medical offices. Cars waiting for the angle spaces on California Street create some congestion and interference with MUNI coach operations. Transit service is provided by the 1-California and 4-Sutter lines, connecting the Richmond District to downtown. The 4-Sutter operates weekday daytimes only. The 3-Jackson terminates one block east of the district at Walnut Street and provides east-west service to downtown.

3. Impacts

Land Use. The Laurel Village Shopping Center, chosen as a representative NC-S district, actually experiences (and is expected to continue to experience) more severe environmental effects than other NC-S districts. A relatively well developed and stable area, the Laurel Village district contains two soft sites, one which has the potential for a change from a less intensive use (general retail) to a more active restaurant use, and the other (currently vacant) having potential for a new medical office building. Soft-site development estimates for the Laurel Village District are summarized in Table III-15 (next page).

TABLE III–1[illegible]

ESTIMATES OF 10–YEAR DEVELOPMENT POTENTIAL, NC–S NEIGHBORHOOD COMMERCIAL DISTRICT

Laurel Village

[All Figures are in Gross Square Feet Except Residential Units (Shown in Parentheses)]

	– 1 – Eating/ Drinking	– 2 – Retail	– 3 – Office	– 4 – Total 1–3	– 5 – Other[1]	– 6 – Vacant[2]	– 7 – Total Non–Residential	– 8 – Residential Sq.Ft.	(Units)	– 9 – Total Sq.Ft.
Existing Land Use:	13,200	68,800	56,400	138,400	0	6,500	144,900	0	(0)	144,900
Under Existing Zoning:										
New Construction[3]	0	0	0	0	0	0	0	0	(0)	0
Conversions of Use	+1,500	–1,500	0	0	0	0	0	0	(0)	0
Total Change	**+1,500**	**–1,500**	**0**	**0**	**0**	**0**	**0**	**0**	**(0)**	**0**
Potential Land Use	14,700	67,300	56,400	138,400	0	6,500	144,900	0	(0)	144,900
% Change–Land Use	**+11%**	**-2%**	**0%**	**0%**	**0%**	**0%**	**0%**	**0%**	**0%**	**0%**
Under Proposed Zoning:										
New Construction[3]	0	0	+5,800	+5,800	0	0	+5,800	0	(0)	5,800
Conversions of Use	+1,500	–1,500	0	0	0	0	0	0	(0)	0
Total Change	**+1,500**	**–1,500**	**+5,800**	**+5,800**	**0**	**0**	**+5,800**	**0**	**(0)**	**+5,800**
Potential Land Use	14,700	67,300	62,200	144,200	0	6,500	150,700	0	(0)	150,700
% Change–Land Use	**+11%**	**-2%**	**+10%**	**+4%**	**0%**	**0%**	**+4%**	**0%**	**0%**	**+4%**

NOTES: [1] Other = Non–Intensive Retail such as Paved Parking Lots, Non–Accessory Storage, etc.; Auto Garages and Service Stations; and Institutional Uses such as Churches, Schools, and Hospitals.

[2] Vacant = Vacant Lots and Vacant Commercial Spaces.

[3] New Construction = Construction and Demolition.

Square footage totals in rows and columns do not balance due to changes in building envelopes on lots, area taken up by rounding, and other factors.

All land use estimates are approximate.

Proposed zoning would potentially allow a larger amount of office development because a vacant lot currently zoned for residential use is proposed to be included in the NC-S designation; it is assumed to be developed for office use during the timeframe of this analysis.

Transportation. Table III-16 presents projected new peak period trip ends by mode, based on the development potential estimates calculated for the Laurel Village district.

TABLE III-16
LAUREL VILLAGE DISTRICT
PROJECTED NEW PEAK PERIOD* TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	7 Vehicle Trip Ends	8 Vehicle Trip Ends
MUNI:	6 MUNI Trip Ends	7 MUNI Trip Ends
Walk:	35 Walking Trip Ends	40 Walking Trip Ends
New Parking Demand:	1 Space	1 Space

* Peak period is Saturday afternoon, 1:00 - 4:00 p.m.

Proposed controls would allow some additional commercial development, which would lead to a negligible increase in the on-street parking shortage. This additional demand of one parking space over the next 10 years should not be discernible to residents and users of the area. The small additional number of vehicle trips, spread over a three-hour peak period, would not perceptibly increase traffic congestion or interference with transit operations. The small number of additional MUNI trips, spread over the three-hour peak period and a number of transit lines, would not cause line capacities to be exceeded. Therefore it is concluded that the additional increment of traffic, parking demand, and transit ridership will not be significant with the proposed project.

NC-S DISTRICTS IN GENERAL:

Most other proposed NC-S districts have less parking, traffic congestion, and transit operation problems than Laurel Village. Most, too, are quite stable and unlikely to experience a large amount of new development. Of 14 proposed NC-S districts, 10 consist of an anchor supermarket or former supermarket and limited other businesses. The other four are: Laurel Village, analyzed aove; Diamond Heights Shopping Center, a self-contained built-out center; Prkmerced Shopping Center, also self-contained and built out; and the San Fancisco Farmer's Market. The Farmer's Market experiences traffic congestion ad parking shortages at peak periods of weekend operation but is not likely t expand significantly unless it were redeveloped. It is unique among NC-S dstricts in that it does not consist of permanent buildings and has atypical hurs of operation. Major expansion or redevelopment of Farmer's Market and oher shopping centers is possible over the next 10 years. Such proposals wuld be subject to site- and project-specific environmental review at the tme of proposal, which would describe any impacts and mitigation measures to aoid or minimize those impacts. Based on the worst-case Laurel Village aalysis and the above discussion, it is not foreseen at this time that the poposed rezoning would lead to significant impacts in NC-S districts.

E. Individual District Analyses

BROADWAY NEIGHBORHOOD COMMERCIAL DISTRICT

1. Setting

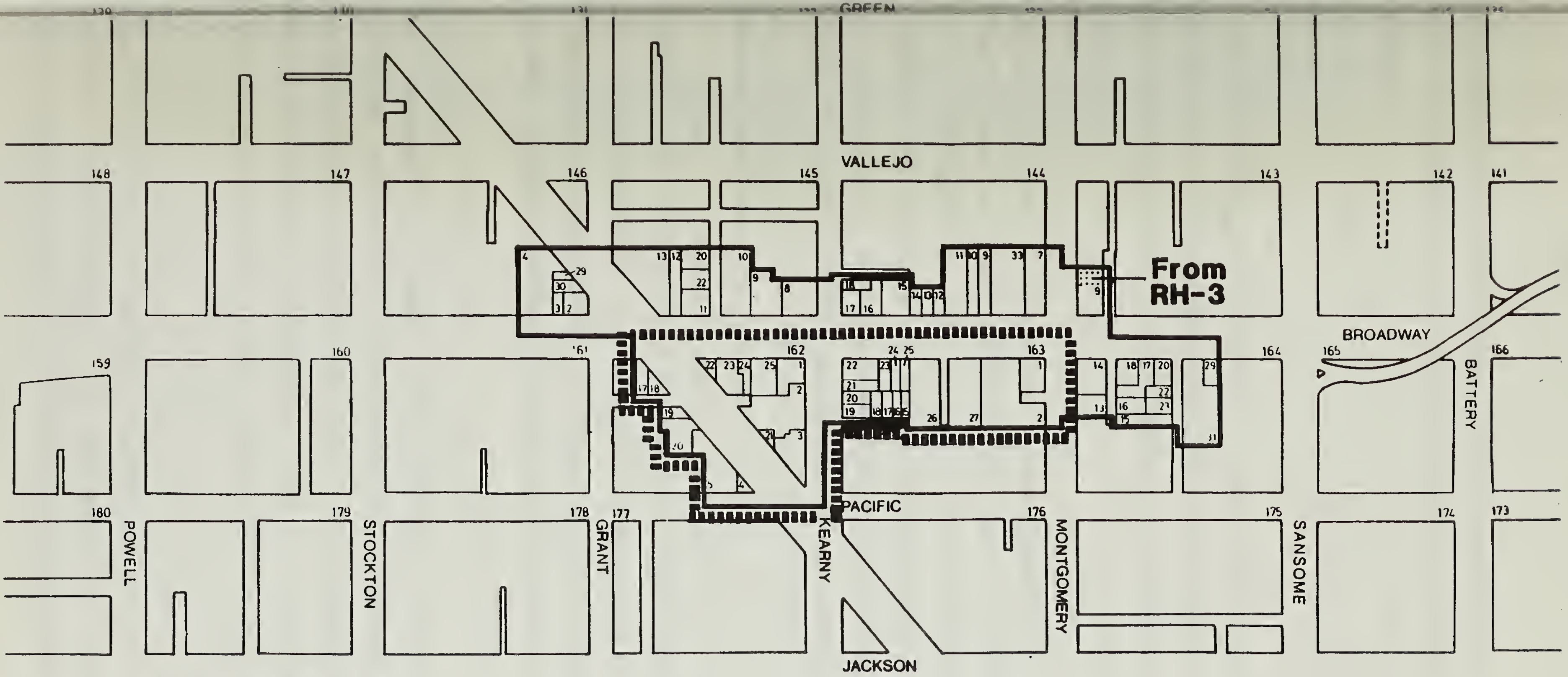
Location and Physical Scale. The Broadway neighborhood commercial district is located in the northeast quadrant of San Francisco and extends along Broadway from just west of Columbus Avenue to slightly east of Osgood Place (Refer to the Broadway NCD Map, Figure 31, next page). It is part of a large commercial area including North Beach to the north, Chinatown to the southwest and parts of Jackson Square to the southeast.

Along Broadway, building heights are predominantly low-rise, consisting of about 50% three-story and about 25% two-story buildings. Only about 15% of all buildings are higher than three stories. Very few buildings have rear yards. Three vacant lots and several single-story buildings are potential development sites.

Land Use: The Broadway commercial district generally serves a large trade area, drawing tourists and residents from throughout the city, the Bay Area and beyond. Some commercial businesses also serve the residents of the North Beach and Chinatown neighborhoods.

Broadway's fame and popularity as a citywide and regional entertainment district is derived from a concentration of nightclubs, music halls, adult theaters, bars, and restaurants between Columbus Avenue and Montgomery Street. These places attract locals and visitors alike, mainly in the evening and late night hours. Besides the retail and entertainment businesses, Broadway contains many upper-story residential hotels. Due to its proximity to downtown, there has been strong pressure to develop upper-story offices in the district.

Commercial uses are divided among eating and drinking, entertainment, business or professional services (offices), and retail businesses. The district's 30 or so eating and drinking establishments and almost 30 places of entertainment



BROADWAY

PROPOSED ZONING

Figure 31

0 50 100

- ▬ NCD BOUNDARY
- ▒ ADDITIONS
- ▭ RETAIN EXISTING GARMENT SHOP SUD

DELETE EXISTING WASHINGTON-BROADWAY SUD No 1
as shown on MAP 46

RETAIN EXISTING SPECIAL DISTRICT FOR SIGN ILLUMINATION

EXCEPT AS NOTED EXISTING ZONING IS C-2

make up about one-third of all commercial uses. Most of the restaurants in the Broadway district do an excellent lunchtime business due to the district's proximity to offices in Jackson Square and the Financial District. At night, Broadway's predominantly Chinese and Italian restaurants attract a similar clientele to those in Chinatown and North Beach.

While Broadway's places of entertainment did a thriving business in the late 1960's, interest has waned in recent years. Some nightclubs still do a good business, but others have been forced to reduce their days of operation and several have gone out of business.

Office and service uses in Broadway have increased in recent years. Professional and business services, financial institutions, and medical and personal care services now comprise about one-third of all commercial uses. Financial offices are clustered at the intersection of Broadway and Columbus Avenue and additional financial institutions are located within walking distance in North Beach at Columbus Avenue and Green Street and in Chinatown on Stockton Street. Most business and professional offices, mainly law offices, are concentrated on the south side of Broadway, between Grant Avenue and Kearny Street and between Montgomery and Sansome Streets. Several of these offices are located in former dwelling units. Personal care and medical services are distributed evenly throughout the district. Although there are no supermarkets, hardware stores, or pharmacies in the Broadway neighborhood commercial district, there are many small markets and several hardware stores and pharmacies in North Beach and Chinatown.

Perhaps less visible due to the district's active commercial frontage are Broadway's upper story dwelling units. The residential uses include about 70 apartments and 13 residential hotels with about 555 guest rooms, providing housing mainly for elderly Chinese residents. Almost all residential units are located above commercial uses in the predominantly two-and three-story buildings.

Transportation. Broadway is one of the widest streets in San Francisco, measuring 82.5 feet in width. It functions as a major traffic artery connecting the Embarcadero Freeway with the Broadway Tunnel and Van Ness venue and serving the areas of Chinatown, Nob Hill, Russian Hill, North Beach nd Pacific Heights. The traffic volume on Broadway is heavy both day and ight.

n-street parking in the Broadway Neighborhood Commercial District consists of 3 metered and six unmetered spaces and 72 spaces in colored zones. ff-street parking is limited to about 171 spaces in commercial garages and arking lots. The area experiences an acute parking shortage during peak emand times such as Friday evening. The City Planning Department's 1986 eighborhood Parking Plan ranks the Broadway-North Beach area as the eighborhood commercial district with the third worst parking problem in the ity. While the district has a shortage of on-street spaces during peak eriods, the shortage is exceeded by the greater number of unused off-street paces located in the district, creating a theoretical net surplus of spaces. reference for illegal on-street parking even when off-street space is vailable (due to perceived expense and inconvenience of off-street spaces) eads to considerable traffic congestion and interference with transit service ue to parking in bus zones, double parking, and vehicles waiting for n-street spaces.

ublic transit includes the 83-Pacific, which runs along Broadway, while the 5-Third and 41-Union cross Broadway on Columbus. The 30-Stockton crosses roadway less than one block west, and the 42-Downtown Loop crosses Broadway ess than one block east of the district's proposed boundaries.

ir Quality. Please refer to Appendix C for a detailed discussion of air uality considerations in neighborhood commercial districts, including ssumptions and methodology. As noted in Appendix C, air quality effects of CRS would be associated almost exclusively with carbon monoxide (CO) emission enerated by the increase in vehicular travel which would be caused by otential development under the proposed zoning controls. Because no onitored air quality data specific to the Broadway district are available, a onservative assumption was made that background levels in the district equal hose of downtown San Francisco. Under these and other assumptions discussed n Appendix C, existing 1-hour and 8-hour CO concentrations in the Broadway istrict are calculated at 16.6 parts per million (ppm) and 12.1 ppm, respectively. The State 1-hour standard is 20 ppm; the Federal 1-hour standard is 35 ppm; the State and Federal 8-hour standard is 9 ppm. Thus, the Broadway district may currently violate the 8-hour standard at times.

2. Existing and Proposed Controls

Existing Controls. Under existing C-2 zoning, a wide range of commercial uses is permitted in the Broadway District, generally on all stories. Commercial floor area ratio is 3.6 to 1. Permitted residential density is that of the nearest R district (minimum one unit for each 800 sq. ft. of lot area). The Height and Bulk District is 65-A. Refer to Table II-1 in Chapter II for a summary of C-2 requirements. Concern about pressure for conversions of the district's housing into offices led to establishment of various interim controls and moratoria for the district, including an interim RC-3/RC-4 zoning, and moratoria on residential hotel conversions, fast food restaurants, and financial institutions. In March, 1985, neighborhood commercial interim controls for the district were imposed, which anticipated the permanent controls now proposed.

Proposed Controls. Refer to Table III-17 (next page) for a summary of proposed zoning requirements. Proposed controls for the Broadway district are designed to recognize its entertainment functions while limiting loss of existing residential units. Commercial uses are proposed to be permitted on the first and second stories, reserving the uppermost stories for residential development. Commercial floor area ratio would be 2.0 to 1. Existing housing units, including residential hotels, would be protected by requiring a conditional use permit for conversion at the second story and not permitting any conversions at the third story and above. Permitted residential density would be that of the nearest R district (minimum one unit for each 400 sq. ft. of lot area). To control bulk and scale of new and expanding buildings and to discourage large-scale uses, new development on lots over 5,000 square feet (and nonresidential uses over 3,000 square feet) would be subject to conditional use review. Buildings exceeding 40' in height (up to 65') would require conditional use authorization. New small fast food and take-out food uses would require conditional use authorization, while large fast food establishments would be prohibited. New adult entertainment uses would

TABLE III-17 BROADWAY

SEC. 714.
BROADWAY NEIGHBORHOOD COMMERCIAL DISTRICT
ZONING CONTROL TABLE

			SEC. 714.
			Broadway
No.	Zoning Category	§ References	Controls
BUILDING STANDARDS			
.10	Height and Bulk	§§ 102.11,105, 106.250-252,260, 270,271	P up to 40 ft. C 40 to 65 ft. # § 253.1
.11	Lot Size *[Per Development]*	§§ 790.56,121.1	P up to 4999 sq.ft., C 5000 sq.ft. & above § 121.1
.12	Rear Yard	§§ 130,134,136	Required at residential levels only § 134(a)(e)
.13	Street Frontage		Required § 145.1
.14	Awning	§ 790.20	P § 136.1(a)
.15	Canopy	§ 790.26	P § 136.1(b)
.16	Marquee	§ 790.58	P § 136.1(c)
.17	Street Trees		Required § 143
COMMERCIAL AND INSTITUTIONAL STANDARDS AND USES			
.20	Floor Area Ratio	§§ 102.8,102.10, 123	2.0 to 1 § 124(a)(b)
.21	Use Size *[Non-Residential]*	§ 790.130	P up to 2999 sq.ft., C 3000 sq.ft. & above § 121.2
.22	Off-Street Parking, Commercial and Institutional	§§ 150,153-157, 159-160,204.5	Generally, none required if occupied floor area is less than 5000 sq.ft. §§ 151,161(g)
.23	Off-Street Freight Loading	§§ 150,153-155 204.5	Generally, none required if gross floor area is less than 10,000 sq.ft. §§ 152,161(b)
.24	Outdoor Activity Area	§ 790.70	P in front; C elsewhere § 145.2(a)
.25	Drive-Up Facility	§ 790.30	
.26	Walk-Up Facility	§ 790.140	P if recessed 3 ft.; C otherwise § 145.2(b)
.27	Hours of Operation	§ 790.48	P: 6 a.m. - 2 a.m C: 2 a.m. - 6 a.m
.30	General Advertising Sign	§§ 262,602-604, 608.1-.10,609	P § 607.1(e)2
.31	Business Sign	§§ 262,602-604, 608.1-.10,609	P § 607.1(f)3
.32	Other Signs	§§ 262,602-604, 608.1-.10,609	P § 607.1(c)(d)(g)

			Controls by Story		
		§ 790.118	1st	2nd	3rd +
.38	Residential Conversion	§ 790.84	P	C	
.39	Residential Demolition	§ 790.86	C	C	C
Retail Sales and Services					
.40	Other Retail Sales and Services *[Not Listed Below]*	§ 790.102	P	P	
.41	Bar	§ 790.22	P	P	
.42	Full-Service Restaurant	§ 790.92	P	P	
.43	Small Fast Food Restaurant	§ 790.90	C	C	
.44	Large Fast Food Restaurant	§ 790.91			
.45	Take-Out Food	§ 790.122	C	C	
.46	Movie Theater	§ 790.64	P	P	
.47	Adult Entertainment	§ 790.36	C	C	
.48	Other Entertainment	§ 790.38	P	P	
.49	Financial Service	§ 790.110	C		
.50	Limited Financial Service	§ 790.112	C		
.51	Medical Service	§ 790.114	P	P	
.52	Personal Service	§ 790.116	P	P	
.53	Business or Professional Service	§ 790.108	P	P	
.54	Massage Establishment	§ 790.60 § 2700 Police Code	P	C	
.55	Tourist Hotel	§ 790.46	C	C	C
.56	Automobile Parking	§§ 790.8,156,160	C	C	C

			SEC. 714.		
			Broadway		
			Controls by Story		
No.	Zoning Category	§ References	1st	2nd	3rd +
.57	Automotive Gas Station	§ 790.14			
.58	Automotive Service Station	§ 790.17			
.59	Automotive Repair	§ 790.15			
.60	Automotive Wash	§ 790.18			
.61	Automobile Sale or Rental	§ 790.12			
.62	Animal Hospital	§ 790.6	C		
.63	Ambulance Service	§ 790.2			
.64	Mortuary	§ 790.62			
.65	Trade Shop	§ 790.124	P #	C #	
.66	Storage	§ 790.117			
Institutions and Non-Retail Sales and Services					
.70	Administrative Service	§ 790.106			
.80	Hospital or Medical Center	§ 790.44			
.81	Other Institutions	§ 790.50	P	C	C
.82	Public Use	§ 790.80	C	C	C
RESIDENTIAL STANDARDS AND USES					
.90	Residential Use	§ 790.88	P	P	P
.91	Residential Density, Dwelling Units	§§ 207,207.1, 790.88(a)	Generally, 1 unit per 400 sq.ft. lot area § 207.4		
.92	Residential Density, Group Housing	§§ 207.1,790.88(b)	Generally, 1 bedroom per 140 sq.ft. lot area § 208		
.93	Usable Open Space *[Per Residential Unit]*	§§ 135,136	Generally, either 60 sq.ft. if private, or 80 sq.ft. if common § 135(d)		
.94	Off-Street Parking, Residential	§§ 150,153-157, 159-160,204.5	Generally, 1 space per unit §§ 151,161(a)(g)		
.95	Community Residential Parking	§ 790.10	C	C	C

SPECIFIC PROVISIONS FOR THE BROADWAY NEIGHBORHOOD COMMERCIAL DISTRICT

Article 7 Code Section	Other Code Section	Zoning Controls
§ 714.10	§ 253.1	*65-A-1 HEIGHT AND BULK DISTRICT* *Boundaries*: Applicable for all of the Broadway NCD from Columbus Avenue to Osgood Place as mapped on Sectional Map 1H *Controls*: Building Height and Bulk Limits are P up to 40 feet; C between 40 feet and 65 feet
§ 714.65	§ 236	*GARMENT SHOP SPECIAL USE DISTRICT* *Boundaries*: Applicable only for the portion of the Broadway NCD as mapped on Sectional Map 1 SU^{a} *Controls*: Garment Shops are P at the 1st and 2nd stories

require a conditional use permit and could not be located within 1000 feet of an existing adult entertainment establishment. Auto-oriented uses such as gas stations, auto repair, auto sales, drive-ins and motels would not be permitted because such uses would impede the heavy traffic flow on Broadway.

3. Impacts

Land Use. Soft-site estimates for the Broadway District, summarized in Table III-18 (next page), indicate that there is very little growth potential in this area. Overall commercial development would occur incrementally over the ten-year time frame at about the same rate under existing zoning or proposed zoning controls.

Transportation. Table III-19 presents projected new peak period trip ends by mode, and new peak period parking demand, based on the development potential estimates calculated for the Broadway District.

TABLE III-19
BROADWAY DISTRICT
PROJECTED NEW PEAK PERIOD* TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	26 Vehicle Trip Ends	26 Vehicle Trip Ends
MUNI:	20 MUNI Trip Ends	20 MUNI Trip Ends
Walk:	50 Walking Trip Ends	50 Walking Trip Ends
New Parking Demand:	13 Spaces	13 Spaces

*Peak Period for Broadway is Friday/Saturday evenings, 7:00 - 9:00 p.m.

Proposed controls would allow additional commercial development, which would lead to an increase in the on-street parking shortage. Because one of the soft sites for which new development was estimated contains a parking lot, about 20 existing off-street spaces would be lost under assumptions of the analysis. The 10 year time frame over which development potential is projected implies that the increase in demand for parking would occur gradually, averaging between one and two spaces per year. Some of this demand would be absorbed within existing garages. Surrounding commercial and residential districts would also absorb some of the parking demand. The

TABLE III–18
ESTIMATES OF 10–YEAR DEVELOPMENT POTENTIAL, BROADWAY NEIGHBORHOOD COMMERCIAL DISTRICT

[All Figures are in Gross Square Feet Except Residential Units (Shown in Parentheses)]

	– 1 – Eating/ Drinking	– 2 – Retail	– 3 – Office	– 4 – Total 1–3	– 5 – Other[1]	– 6 – Vacant[2]	– 7 – Total Non-Residential	– 8 – Residential Sq.Ft. (Units)		– 9 – Total Sq.Ft.
Existing Land Use:	102,900	106,900	93,400	303,200	83,700	48,000	434,900	327,700	(578)	762,600
Under Existing Zoning:										
New Construction[3]	+1,600	+1,700	0	+3,300	–3,300	0	0	0	(0)	0
Conversions of Use	+1,800	+1,800	+4,400	+8,000	–2,400	–2,400	+3,200	–3,200	(–2)	0
Total Change	**+3,400**	**+3,500**	**+4,400**	**+11,300**	**–5,700**	**–2,400**	**+3,200**	**–3,200**	**(–2)**	**0**
Potential Land Use	106,300	110,400	97,800	314,500	78,000	45,600	438,100	324,500	(576)	762,600
% Change–Land Use	+3%	+3%	+5%	+4%	–7%	–5%	+1%	–1%	**0%**	**0%**
Under Proposed Zoning:										
New Construction[3]	+1,600	+1,700	0	+3,300	–3,300	0	0	0	(0)	0
Conversions of Use	+1,800	+1,800	+4,400	+8,000	–2,400	–2,400	+3,200	–3,200	(–2)	0
Total Change	**+3,400**	**+3,500**	**+4,400**	**+11,300**	**–5,700**	**–2,400**	**+3,200**	**–3,200**	**(–2)**	**0**
Potential Land Use	106,300	110,400	97,800	314,500	78,000	45,600	438,100	324,500	(576)	762,600
% Change–Land Use	+3%	+3%	+5%	+4%	–7%	–5%	+1%	–1%	**0%**	**0%**

NOTES: [1] Other = Non–Intensive Retail such as Paved Parking Lots, Non–Accessory Storage, etc.; Auto Garages and Service Stations; and Institutional Uses such as Churches, Schools, and Hospitals.

[2] Vacant = Vacant Lots and Vacant Commercial Spaces.

[3] New Construction = Construction and Demolition.

Square footage totals in rows and columns do not balance due to changes in building envelopes on lots, area taken up by rounding, and other factors.

All land use estimates are approximate.

district's excellent transit service provides an alternative to automobile trips for drivers unwilling to put up with increased traffic congestion and parking shortages. The additional number of vehicle trips, spread over a two-hour peak period, would not perceptibly increase traffic congestion or interference with transit operations. The additional MUNI trips, spread over the two-hour peak period and a number of transit lines, would not cause line capacities to be exceeded. Therefore it is concluded that the additional increment of traffic, parking demand, and transit ridership will not be significant with the proposed project.

Existing parking problems could be mitigated by present and foreseeable measures which will tend to improve the parking situation. Refer to the Mitigation section of this report (pages V-7 to V-12) for a discussion of specific measures for the North Beach/Broadway Districts and general measures applicable to all neighborhood commercial districts to improve parking.

Air Quality. 1995 CO concentrations would be below State and Federal standards, as displayed in Table III-20. The reduction in emissions due to cleaner burning vehicles over the next 10 years would more than offset the increase in CO emissions from vehicle trips generated by potential development under NCRS. The 1995 concentrations displayed in the table include background concentrations plus increments which would occur under the proposed controls.

TABLE III-20

PREDICTED CARBON MONOXIDE CONCENTRATIONS, BROADWAY NCD

	State/Federal Standard	Broadway 1985	Broadway 1995
1-Hour	20/35 ppm	16.6 ppm	11.6 ppm
8-Hour	9/9 ppm	12.1 ppm	8.4 ppm

While increased emissions indirectly caused by development allowed under NCRS would contribute to regional air pollution, as discussed in the Cumulative Impacts section, local concentrations of CO would not violate standards in the Broadway district in 1995.

CASTRO STREET NEIGHBORHOOD COMMERCIAL DISTRICT

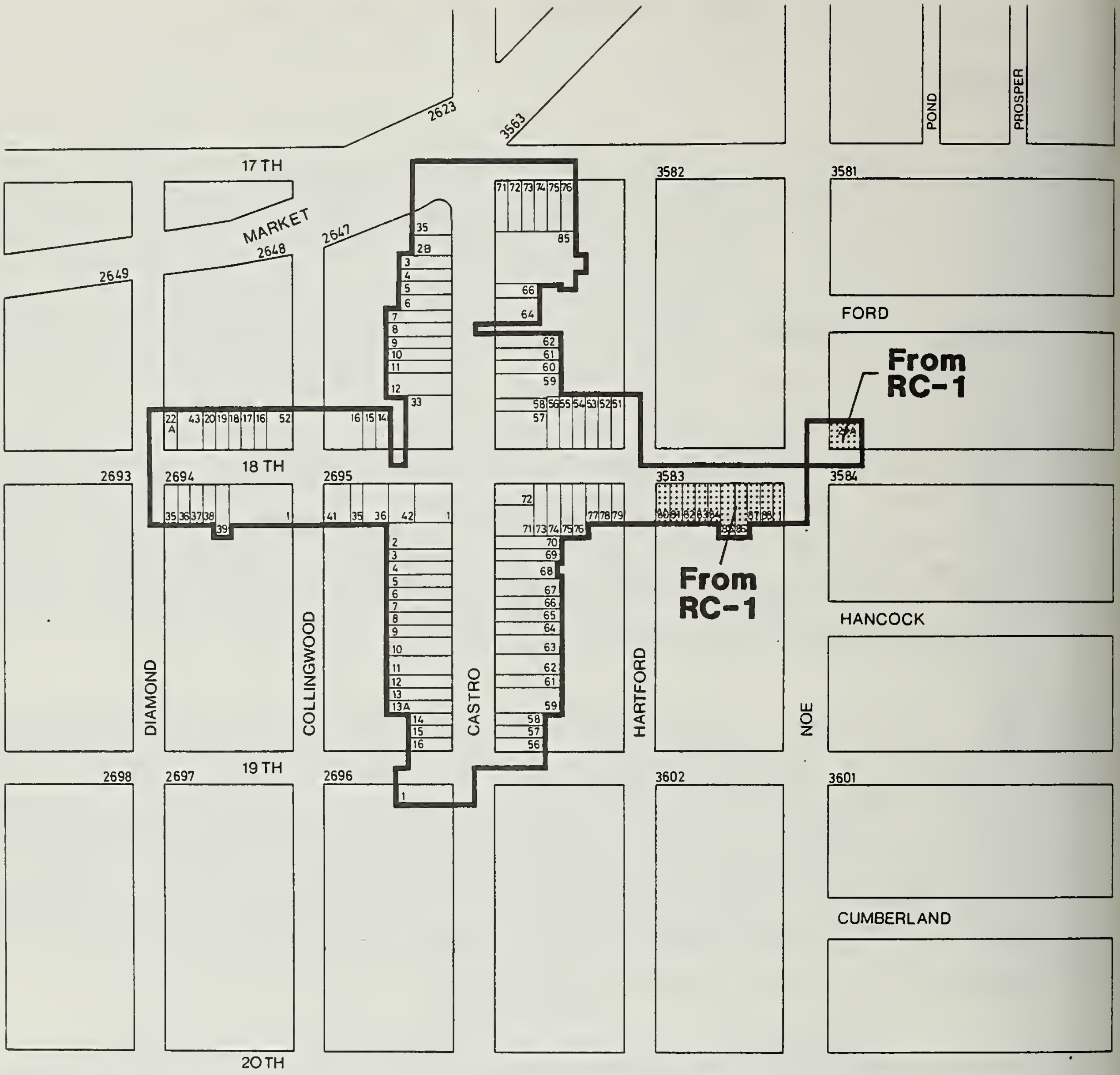
1. Setting

Location and Physical Scale. The Castro Street district is located in Eureka Valley, close to the geographic center of San Francisco between the Mission District, Twin Peaks, and Upper Market Street. The district includes the portion of Castro Street from 17th to 19th Streets, and along 18th Street, from Diamond to Hartford; and a portion of 18th Street from Hartford to Noe Streets (Refer to Castro Street NCD Map, Figure 32, next page). The Castro district contains many three- and four-story residential buildings with commercial uses at the ground level. Over a third of the lots are developed to the rear lot line, and large rear yards are uncommon. The district is intensely developed, with small-scale, heavily concentrated retail storefronts. The average storefront width measures 21 feet, with over half of the storefronts ranging from 15 to 24 feet in width.

Land Use. The district is the primary commercial area for a large number of people living in Eureka Valley and the slopes of Twin Peaks. The multi-purpose commercial district provides both convenience goods to its immediate neighborhood as well as comparison shopping goods and services on a specialized basis to a wider trade area. The Castro Street district is an important center of San Francisco's gay community and has become one of the major shopping and nightlife areas of the city.

Almost 95% of the first story uses are commercial. The approximately 50 bars, restaurants and other eating, drinking and entertainment establishments represent over 30% of ground story commercial uses. These places and comparison retail businesses attract many patrons from within and outside the neighborhood, intensifying daytime and nighttime activity, and worsening traffic and parking congestion in the residential neighborhood surrounding the district.

Other commercial businesses include a number of specialty clothing and gift stores, as well as several personal service establishments. Banks and savings



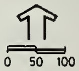
CASTRO
PROPOSED ZONING

Figure 32

▬ NCD BOUNDARY

▨ ADDITIONS TO BOTH NCD & UPPER MARKET SPECIAL SIGN DISTRICT

Except as noted, EXISTING ZONING is C-2 with UPPER MARKET SPECIAL SIGN DISTRICT



and loan institutions offer financial services to the neighborhood residents and merchants.

The district also supports almost 90 offices which house medical, business, and professional services, about half of which are on upper stories. Many upper-level offices have converted residential units in the last fifteen years, representing approximately one-third of the uses at the second story.

Although many residential units have been converted in recent years, the district still contains over 200 dwelling units, most of which are located in the upper stories, with over 100 units at the second story alone. Similar to the city as a whole, most households in the neighborhood rent their units.

Transportation. The transportation systems in the Castro Street area are heavily used. Castro Street connects with Divisadero Street, a major north-south thoroughfare linking the Pacific Heights and Western Addition with the Eureka and Noe Valley neighborhoods. Market Street, another major thoroughfare, crosses Castro Street at the northern boundary of the district, connecting downtown with Eureka Valley, Twin Peaks, and areas west of Twin Peaks. The Castro/Market area is also a transit crossroad, used for light rail as well as buses. Three light-rail MUNI Metro lines (K, L, and M) serve the underground Castro Street Metro station, while the heavily used 8-Market, 24-Divisadero (recently electrified) and 35-Eureka (originating at Castro and 17th) lines run through the Castro district. The 33-Ashbury runs on 18th Street and connects the Haight-Ashbury, Mission, and Potrero neighborhoods. The 37-Corbett operates on Market Street and services the Twin Peaks, Buena Vista, Diamond Heights, Haight-Ashbury, and Duboce Triangle areas. As a result of this confluence of transit lines, the area is a major transit transfer point. Many riders boarding and debarking transit vehicles wait and walk along Castro Street, contributing to pedestrian activity, especially during the morning and evening peak commute hours.

Parking along Castro and 18th Streets is severely tight. The on-street parking supply consists of 121 metered spaces, 30 unmetered spaces, and 37 painted curb zone spaces, which are virtually continually occupied, such that double-parking and parking in driveways are common phenomena. Two public parking lots are available for use, and are usually full. A few residential and commercial garages for private use are located along 18th and other side streets. Off-street parking in the district totals 71 spaces. The parking shortage extends into the nearby residential areas. The City Planning Department's 1986 Neighborhood Parking Plan ranks the Castro-Upper Market area as the neighborhood commercial district with the seventh worst parking problem in the city.

Air Quality. Please refer to Appendix C for a detailed discussion of air quality considerations in neighborhood commercial districts, including assumptions and methodology. As noted in Appendix C, air quality effects of NCRS would be associated almost exclusively with carbon monoxide (CO) emission generated by the increase in vehicular travel which would be caused by potential development under the proposed zoning controls. Because no monitored air quality data specific to the Castro district are available, a conservative assumption was made that background levels in the district equal that of downtown San Francisco. Under these and other assumptions discussed in Appendix C, existing 1-hour and 8-hour CO concentrations in the Castro district are calculated at 12.3 parts per million (ppm) and 9.1 ppm, respectively. The State 1-hour standard is 20 ppm; the Federal 1-hour standard is 35 ppm; the State and Federal 8-hour standard is 9 ppm. Thus, the Castro district may currently violate the 8-hour standard at times.

2. Existing and Proposed Controls

Existing Controls. Most of the Castro Street district is permanently zoned C-2, except for 18th Street east of Hartford Street which is zoned RC-1. Under C-2 zoning, a wide range of commercial uses is permitted in the Castro Street District, generally on three stories. Existing commercial floor area ratio is 3.6 to 1 in C-2 districts, 1.8 to 1 in RC-1 districts. Permitted residential density is that of the nearest R district (minimum one unit for each 800 sq. ft. of lot area). Refer to Table II-1 in Chapter II for a summary of C-2 and RC-1 requirements. Problems of traffic congestion, parking shortages, and noise caused by proliferation of eating and drinking places, loss of neighborhood-serving businesses, conversion of upper story residences to commercial uses, and general intensification of commercial activity, led to

TABLE III-21 CASTRO

SEC. 715.
CASTRO STREET NEIGHBORHOOD COMMERCIAL DISTRICT ZONING CONTROL TABLE

No.	Zoning Category	§ References	SEC. 715. Castro Street Controls
BUILDING STANDARDS			
.10	Height and Bulk	§§ 102.11,105, 106,250-252,260, 270,271	40-X, 65-B See Zoning Map
.11	Lot Size *[Per Development]*	§§ 790.56,121.1	P up to 4999 sq.ft., C 5000 sq.ft. & above § 121.1
.12	Rear Yard	§§ 130,134,136	Required at the second story and above and at all residential levels § 134(a)(e)
.13	Street Frontage		Required § 145.1
.14	Awning	§ 790.20	P § 136.1(a)
.15	Canopy	§ 790.26	P § 136.1(b)
.16	Marquee	§ 790.58	P § 136.1(c)
.17	Street Trees		Required § 143
COMMERCIAL AND INSTITUTIONAL STANDARDS AND USES			
.20	Floor Area Ratio	§§ 102.8,102.10, 123	2.5 to 1 § 124(a)(b)
.21	Use Size *[Non-Residential]*	§ 790.130	P up to 2499 sq.ft., C 2500 sq.ft. & above § 121.2
.22	Off-Street Parking, Commercial and Institutional	§§ 150,153-157, 159-160,204.5	Generally, none required if occupied floor area is less than 5000 sq.ft. §§ 151,161(g)
.23	Off-Street Freight Loading	§§ 150,153-155 204.5	Generally, none required if gross floor area is less than 10,000 sq.ft. §§ 152,161(b)
.24	Outdoor Activity Area	§ 790.70	P in front; C elsewhere § 145.2(a)
.25	Drive-Up Facility	§ 790.30	
.26	Walk-Up Facility	§ 790.140	P if recessed 3 ft.; C otherwise § 145.2(b)
.27	Hours of Operation	§ 790.48	P: 6 a.m. - 2 a.m C: 2 a.m. - 6 a.m
.30	General Advertising Sign	§§ 262,602-604, 608.1-.10,609	
.31	Business Sign	§§ 262,602-604, 608.1-.10,609	P # § 607.1(f)2
.32	Other Signs	§§ 262,602-604, 608.1-.10,609	P # § 607.1(c)(d)(g)

No.	Zoning Category	§ References	SEC. 715. Castro Street Controls by Story		
		§ 790.118	1st	2nd	3rd +
.38	Residential Conversion	§ 790.84	P	C	
.39	Residential Demolition	§ 790.86	C	C	C
Retail Sales and Services					
.40	Other Retail Sales and Services *[Not Listed Below]*	§ 790.102	P	P	
.41	Bar	§ 790.22			
.42	Full-Service Restaurant	§ 790.92			
.43	Small Fast Food Restaurant	§ 790.90			
.44	Large Fast Food Restaurant	§ 790.91			
.45	Take-Out Food	§ 790.122			
.46	Movie Theater	§ 790.64	P		
.47	Adult Entertainment	§ 790.36	C		
.48	Other Entertainment	§ 790.38	C		
.49	Financial Service	§ 790.110	C		
.50	Limited Financial Service	§ 790.112	C		
.51	Medical Service	§ 790.114	P	P	C
.52	Personal Service	§ 790.116	P	P	C
.53	Business or Professional Service	§ 790.108	P	P	C
.54	Massage Establishment	§ 790.60 § 2700 Police Code	P	C	
.55	Tourist Hotel	§ 790.46	C	C	C
.56	Automobile Parking	§§ 790.8,156,160	C	C	C
.57	Automotive Gas Station	§ 790.14			
.58	Automotive Service Station	§ 790.17			
.59	Automotive Repair	§ 790.15			
.60	Automotive Wash	§ 790.18			
.61	Automobile Sale or Rental	§ 790.12			
.62	Animal Hospital	§ 790.6	C		
.63	Ambulance Service	§ 790.2			
.64	Mortuary	§ 790.62			
.65	Trade Shop	§ 790.124	P	C	
.66	Storage	§ 790.117			
Institutions and Non-Retail Sales and Services					
.70	Administrative Service	§ 790.106			
.80	Hospital or Medical Center	§ 790.44			
.81	Other Institutions	§ 790.50	P	C	C
.82	Public Use	§ 790.80	C	C	C
RESIDENTIAL STANDARDS AND USES					
.90	Residential Use	§ 790.88	P	P	P
.91	Residential Density, Dwelling Units	§§ 207,207.1, 790.88(a)	Generally, 1 unit per 600 sq.ft. lot area § 207.4		
.92	Residential Density, Group Housing	§§ 207.1,790.88(b)	Generally, 1 bedroom per 210 sq.ft. lot area § 208		
.93	Usable Open Space *[Per Residential Unit]*	§§ 135,136	Generally, either 80 sq.ft. if private, or 100 sq.ft. if common § 135(d)		
.94	Off-Street Parking, Residential	§§ 150,153-157, 159-160,204.5	Generally, 1 space per unit §§ 151,161(a)(g)		
.95	Community Residential Parking	§ 790.10	C	C	C

SPECIFIC PROVISIONS FOR CASTRO STREET NEIGHBORHOOD COMMERCIAL DISTRICT

Article 7 Code Section	Other Code Section	Zoning Controls
§ 715.31 § 715.32	§ 608.10	*UPPER MARKET STREET SPECIAL SIGN DISTRICT* *Boundaries*: Applicable only for the portions of the Castro Street NCD as mapped on Sectional Map SSD *Controls*: Special restrictions and limitations for signs

establishment of a Special Use District in 1980, which imposed a conditional use authorization requirement for certain problematic uses. Interim neighborhood commercial controls for the district, which anticipated the permanent controls now proposed, were imposed in 1985.

Proposed Controls. Table III-21 (previous page) presents the proposed controls for the Castro Street district. Under the proposed zoning, which seeks to preserve the district's existing scale and mix of uses, conditional use review would be required for new development on lots greater than 5,000 square feet and for commercial uses greater than 2500 square feet. Most commercial uses would be permitted at the first two stories, and medical, business, or personal services at third stories and above with conditional use authorization. Commercial floor area ratio would be 2.5 to 1. In existing buildings, commercial growth by conversions of residential units would be monitored by conditional use review on the second story; conversions would not be permitted at the third and higher stories. In order to maintain convenience stores and protect adjacent livability, additional eating and drinking establishments would be prohibited and entertainment and financial service uses would be limited under conditional use review. To promote continuous retail frontage, drive-up and most automobile uses would be prohibited. Proposed residential density standard would be that of the nearest R (Residence) district, minimum one unit for every 600 sq. ft. of lot area (1:600).

3. Impacts

Land Use. Soft-site estimates and analysis for the Castro Street District, summarized in Table III-22 (next page), show a limited number of possible conversions of upper-story residential units to commercial use. There are no vacant sites.

Development estimates for Castro Street are almost identical under the proposed and existing zoning controls. Existing and proposed zoning controls alike provide for conversion of upper story residential units to commercial use; a conditional use authorization would be required under the proposed zoning. No new construction is expected.

TABLE III–22
ESTIMATES OF 10–YEAR DEVELOPMENT POTENTIAL, CASTRO STREET NEIGHBORHOOD COMMERCIAL DISTRICT

[All Figures are in Gross Square Feet Except Residential Units (Shown in Parentheses)]

	–1– Eating/ Drinking	–2– Retail	–3– Office	–4– Total 1–3	–5– Other[1]	–6– Vacant[2]	–7– Total Non–Residential	–8– Residential Sq.Ft. (Units)		–9– Total Sq.Ft.
Existing Land Use:	67,800	203,800	46,100	317,700	2,300	12,700	332,700	195,500	(202)	528,200
Under Existing Zoning:										
New Construction[3]	0	0	0	0	0	0	0	0	(0)	0
Conversions of Use	+600	+1,700	+8,900	+11,200	0	0	+11,200	–11,100	(–8)	+100
Total Change	+600	+1,700	+8,900	+11,200	**0**	**0**	+11,200	–11,100	(–8)	**+100**
Potential Land Use	68,400	205,500	56,000	328,900	2,300	12,700	343,900	184,400	(194)	528,300
% Change–Land Use	**+1%**	**+1%**	**+19%**	**+4%**	**0%**	**0%**	**+3%**	**–6%**	**–4%**	**0%**
Under Proposed Zoning:										
New Construction[3]	0	0	0	0	0	0	0	0	(0)	0
Conversions of Use	0	+2,300	+8,900	+11,200	0	0	+11,200	–11,100	(–8)	+100
Total Change	**0**	+2,300	+8,900	+11,200	**0**	**0**	+11,200	–11,100	(–8)	**+100**
Potential Land Use	67,800	206,100	56,000	328,900	2,300	12,700	343,900	184,400	(194)	528,300
% Change–Land Use	**0%**	**+1%**	**+19%**	**+4%**	**0%**	**0%**	**+3%**	**–6%**	**–4%**	**0%**

NOTES:

[1] Other = Non–Intensive Retail such as Paved Parking Lots, Non–Accessory Storage, etc.; Auto Garages and Service Stations; and Institutional Uses such as Churches, Schools, and Hospitals.

[2] Vacant = Vacant Lots and Vacant Commercial Spaces.

[3] New Construction = Construction and Demolition.

Square footage totals in rows and columns do not balance due to changes in building envelopes on lots, area taken up by rounding, and other factors.

All land use estimates are approximate.

Approximately 7,800 square feet (8 units) of upper-story residential space could be converted to office use under both the existing and the proposed zoning controls. Ground floor retail space is fully developed and would not undergo notable change under either zoning scenario.

Overall commercial development would occur incrementally over the ten-year time frame at about the same rate under existing zoning or proposed zoning controls.

Transportation. Table III-23 presents projected new peak period trip ends by mode, and new peak period parking demand, based on the development potential estimates calculated for the Castro Street District.

TABLE III-23
CASTRO STREET DISTRICT
PROJECTED NEW PEAK PERIOD* TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	5 Vehicle Trip Ends	3 Vehicle Trip Ends
MUNI:	5 MUNI Trip Ends	2 MUNI Trip Ends
Walk:	28 Walking Trip Ends	14 Walking Trip Ends
New Parking Demand:	1 Space	0 Spaces

*Peak Period for Castro St. is Saturday afternoon, 1:00 - 4:00 p.m.

Existing or proposed controls would allow insufficient additional commercial development to generate any increase in the current on-street parking shortage, because the existing built-out condition of the district will probably limit new commercial space to new upper-story office space. The small additional number of vehicle trips, spread over a three-hour peak period, would not perceptibly increase traffic congestion or interference with transit operations. The small number of additional MUNI trips, spread over the three-hour peak period and a number of transit lines, would not cause line capacities to be exceeded. Therefore it is concluded that the additional increment of traffic, parking demand, and transit ridership will not be significant with the proposed project.

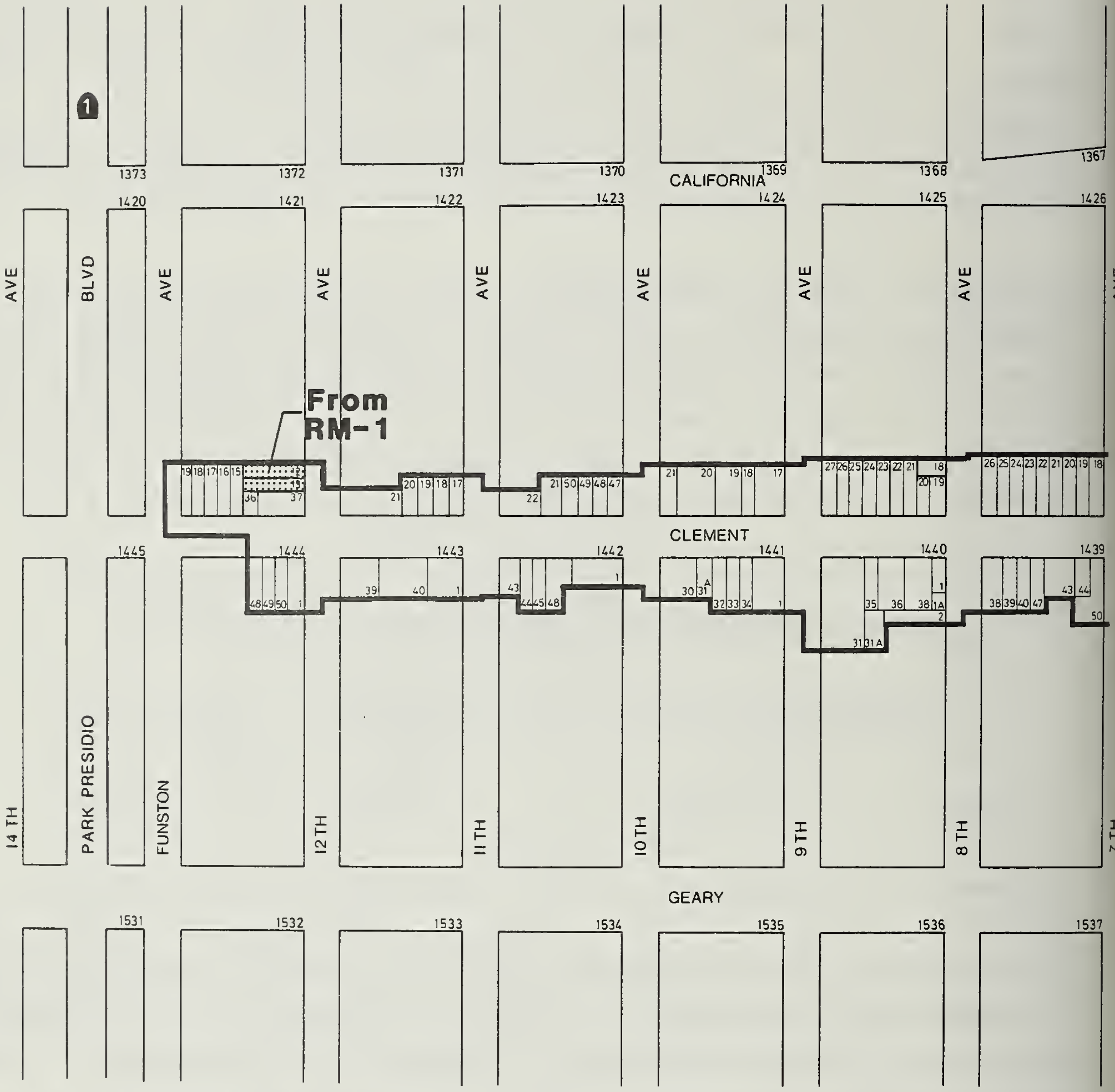
Existing parking problems could be mitigated by present and foreseeable measures which will tend to improve the parking situation. Refer to the Mitigation section of this report (pages V-7 to V-12) for a discussion of specific measures for the Castro/Upper Market Districts and general measures applicable to all neighborhood commercial districts to improve parking.

Air Quality: 1995 CO concentrations would be below State and Federal standards, as displayed in Table III-24. The reduction in emissions due to cleaner burning vehicles over the next 10 years would more than offset the increase in CO emissions from vehicle trips generated by potential development under NCRS. The 1995 concentrations displayed in the table include background concentrations plus increments which would occur under the proposed controls.

TABLE III-24
PREDICTED CARBON MONOXIDE CONCENTRATIONS, CASTRO STREET NCD

	State/Federal Standard	Castro 1985	Castro 1995
1-Hour	20/35 ppm	12.3 ppm	9.0 ppm
8-Hour	9/9 ppm	9.1 ppm	6.6 ppm

While increased emissions indirectly caused by development allowed under NCRS would contribute to regional air pollution, as discussed in the Cumulative Impacts section, local concentrations of CO would not violate standards in the Castro district in 1995.



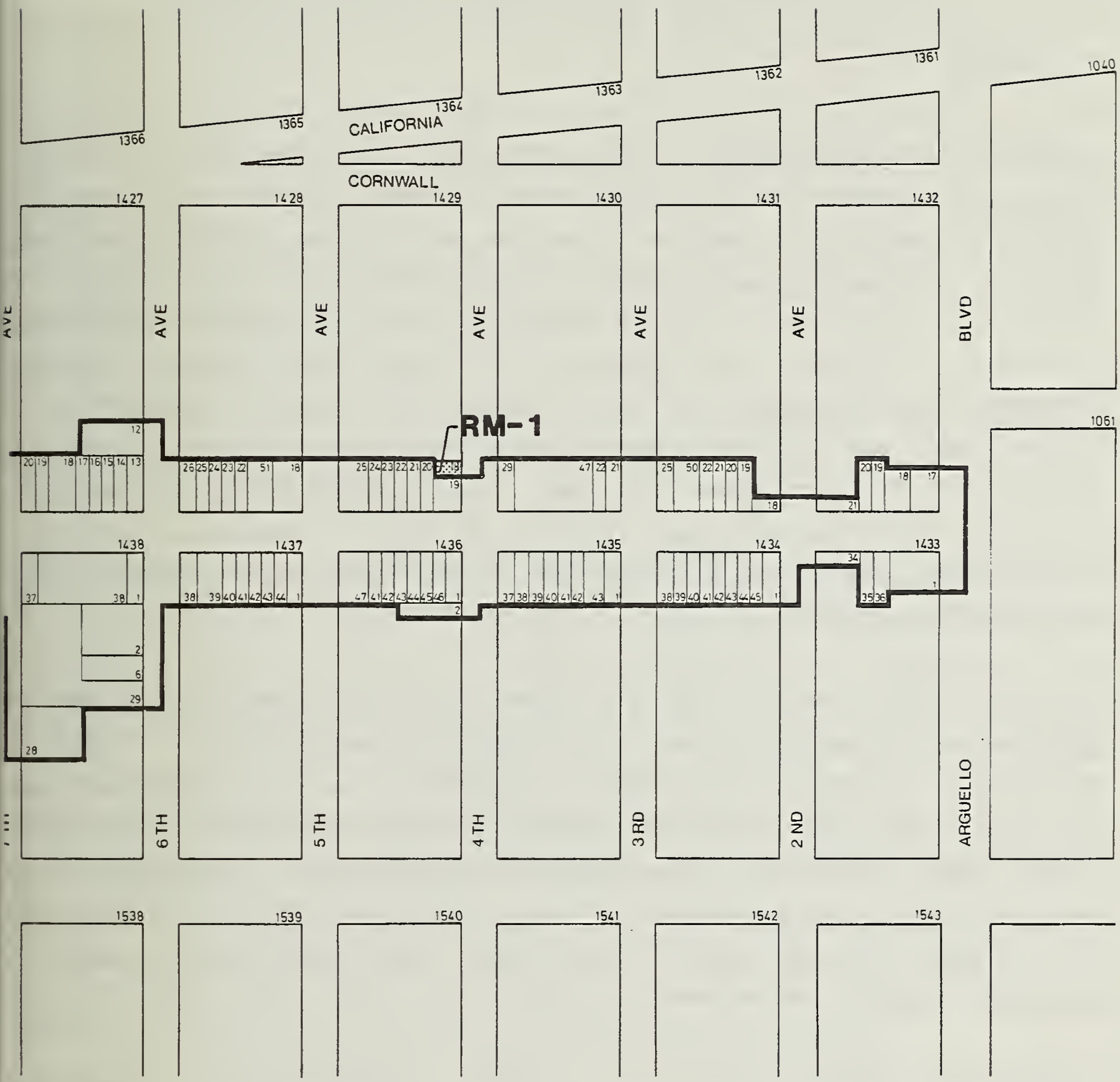
INNER CLEMENT

PROPOSED ZONING

Figure 33

▬ **NCD BOUNDARY**
▨ **ADDITIONS**
▨ **DELETIONS**

Except as noted, EXISTING ZONING is C-2


RM-1
CALIFORNIA
CORNWALL
6TH AVE
5TH AVE
4TH AVE
3RD AVE
2ND AVE
ARGUELLO BLVD
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1365
1364
1363
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INNER CLEMENT STREET NEIGHBORHOOD COMMERCIAL DISTRICT

1. Setting

Location and Physical Scale. The Inner Clement Street commercial district is located in northwest San Francisco in the Richmond district. The commercial district extends almost one mile between Arguello Boulevard and Funston Avenue (Refer to the Inner Clement Street NCD Map, Figure 33, previous pages). The majority of buildings on Clement Street are two stories in height; about one-fifth are one-story and one-quarter are three- and four-story buildings. Development opportunities in the district are largely confined to the redevelopment of one-story buildings to multistory buildings since the district has only one vacant lot. Most buildings have a rear yard measuring less than 25% of the lot area. Although the level of commercial activity is intense, most storefronts are less than 24 feet wide and only 18 storefronts exceed 50 feet in width.

Land Use. The mixed-use land use pattern of Inner Clement Street includes approximately 320 personal service and retail businesses as well as about 250 dwelling units, the great majority of which are on the second and upper stories. While most retail and personal services are located on the ground story, about 33 are on upper stories. In addition to providing a wide selection of convenience goods for the residents of the area, the district also contains a large number of businesses which attract a clientele from throughout the city and region.

Inner Clement Street has one of the greatest concentrations of restaurants of any commercial street in San Francisco, drawing customers from throughout the city and region. The district's 70 eating and drinking and entertainment establishments create a vital nightlife. Over 50 are full-service restaurants. The growth of eating and drinking establishments as well as places of entertainment has significantly influenced the character of Inner Clement Street and its surrounding residential neighborhoods. Problems such as increased traffic, parking congestion, noise, and trash on the streets have resulted from the proliferation of eating and drinking establishments. The eating and drinking places, representing about one-quarter of the ground-story commercial uses, have also disrupted the balanced mix of commercial uses in the district and aggravated the rent pressures on other existing businesses.

The district has one movie theatre, three places of entertainment and two dance halls which are open during evening hours. Nine financial institutions and over 80 professional, medical, and business offices represent nearly 25% of all commercial uses in the district. The recent increase in financial institutions has also generated parking congestion and caused the displacement of smaller, neighborhood serving businesses.

Most dwelling units are located in apartment buildings which have commercial uses at the ground story. Consequently, only about 17 dwelling units are located at the ground story.

Transportation. Since the district is an active shopping area, approximately 283 of the on-street spaces are metered. In addition there are 18 unmetered spaces and about 64 spaces in colored parking zones. During the day, customers, employees, and freight delivery trucks compete for parking within the commercial district, in the surrounding residential areas and on nearby Geary Boulevard. In the evening, patrons of restaurants and other establishments compete with the district's residents for on-street spaces, thereby aggravating the existing parking shortages. Extensive illegal parking occurs on side residential streets, including parking on sidewalks and in driveways. The City Planning Department's 1986 Neighborhood Parking Plan ranks the Inner Clement-Mid Geary-California Street area as the neighborhood commercial district with the worst parking problem in the city.

Transit service includes the 2-Clement trolley coach, which serves the entire length of the commercial district. The 44-O'Shaughnessy crosses Clement Street at Sixth Avenue and the 4-Sutter terminates at Clement Street and Sixth Avenue. The 1-California and 38-Geary buses also provide frequent transit service to within a block of Clement Street. Clement Street is only 80 ft. wide, while nearby Geary Blvd. is 125 ft. in width. The south side of Clement Street has diagonal parking, reducing the moving lanes to one in each direction for the major portion of the commercial district. Since Clement Street does not extend east past Arguello Blvd., it is not a major east west thoroughfare. Nevertheless, traffic moves slowly due to the high levels of commercial activity on the street. Double-parked vehicles and cars searching for parking spaces often interrupt the traffic flow and create traffic congestion and interference with transit operations. Transit circulation is further slowed by the diagonal parking on the south side of the street (with diagonal parking MUNI vehicles need longer bus zones to clear cars upon starting off from bus stops). Transit capacity is ample to serve commercial needs of the district because peak shopping times, which occur during afternoons, especially Saturdays, do not coincide with peak transit usage times, which are due to journeys to and from work on weekdays.

Air Quality. Please refer to Appendix C for a detailed discussion of air quality considerations in neighborhood commercial districts, including assumptions and methodology. As noted in Appendix C, air quality effects of NCRS would be associated almost exclusively with carbon monoxide (CO) emission generated by the increase in vehicular travel which would be caused by potential development under the proposed zoning controls. Because no monitored air quality data specific to the Inner Clement district are available, a conservative assumption was made that background levels in the district equal that of downtown San Francisco. Under these and other assumptions discussed in Appendix C, existing 1-hour and 8-hour CO concentrations in the Inner Clement district are calculated at 10.9 parts per million (ppm) and 8.2 ppm, respectively. The State 1-hour standard is 20 ppm; the Federal 1-hour standard is 35 ppm; the State and Federal 8-hour standard is 9 ppm. Thus, the Inner Clement district does not currently violate standards.

2. Existing and Proposed Controls

Existing Controls. Under existing permanent C-2 zoning, a wide range of commercial uses is permitted in the Inner Clement Street District on all stories. Commercial floor area ratio is 3.6 to 1. Permitted residential density is that of the nearest R district (minimum one unit for each 800 sq. ft. of lot area). Refer to Table II-1 in Chapter II for a summary of C-2 requirements. Problems caused by proliferation of eating and drinking places and financial establishments led to establishment of moratoria on these uses

TABLE III-25 INNER CLEMENT

SEC. 716.
INNER CLEMENT STREET NEIGHBORHOOD COMMERCIAL DISTRICT
ZONING CONTROL TABLE

No.	Zoning Category	§ References	SEC. 716. Inner Clement Street Controls
BUILDING STANDARDS			
.10	Height and Bulk	§§ 102.11,105, 106.250-252,260, 270,271	40-X
.11	Lot Size *[Per Development]*	§§ 790.56,121.1	P up to 4999 sq.ft., C 5000 sq.ft. & above § 121.1
.12	Rear Yard	§§ 130,134,136	Required at the second story and above and at all residential levels § 134(a)(e)
.13	Street Frontage		Required § 145.1
.14	Awning	§ 790.20	P § 136.1(a)
.15	Canopy	§ 790.26	P § 136.1(b)
.16	Marquee	§ 790.58	P § 136.1(c)
.17	Street Trees		Required § 143
COMMERCIAL AND INSTITUTIONAL STANDARDS AND USES			
.20	Floor Area Ratio	§§ 102.8,102.10, 123	1.75 to 1 § 124(a)(b)
.21	Use Size *[Non-Residential]*	§ 790.130	P up to 2499 sq.ft., C 2500 sq.ft. & above § 121.2
.22	Off-Street Parking, Commercial and Institutional	§§ 150,153-157, 159-160,204.5	Generally, none required if occupied floor area is less than 5000 sq.ft. §§ 151,161(g)
.23	Off-Street Freight Loading	§§ 150,153-155 204.5	Generally, none required if gross floor area is less than 10,000 sq.ft. §§ 152,161(b)
.24	Outdoor Activity Area	§ 790.70	P in front; C elsewhere § 145.2(a)
.25	Drive-Up Facility	§ 790.30	
26	Walk-Up Facility	§ 790.140	P if recessed 3 ft.; C otherwise § 145.2(b)
.27	Hours of Operation	§ 790.48	P: 6 a.m. - 2 a m C: 2 a.m - 6 a m
.30	General Advertising Sign	§§ 262,602-604, 608.1-.10,609	
.31	Business Sign	§§ 262,602-604, 608.1-.10,609	P § 607.1(f)2
.32	Other Signs	§§ 262,602-604, 608.1-.10,609	P § 607.1(c)(d)(g)

			Controls by Story		
		§ 790.118	1st	2nd	3rd +
.38	Residential Conversion	§ 790.84	P		
.39	Residential Demolition	§ 790.86	C	C	C
Retail Sales and Services					
.40	Other Retail Sales and Services *[Not Listed Below]*	§ 790.102	P	C	
.41	Bar	§ 790.22			
.42	Full-Service Restaurant	§ 790.92			
.43	Small Fast Food Restaurant	§ 790.90			
.44	Large Fast Food Restaurant	§ 790.91			
.45	Take-Out Food	§ 790.122			
.46	Movie Theater	§ 790.64	P		
.47	Adult Entertainment	§ 790.36			
.48	Other Entertainment	§ 790.38	C		
.49	Financial Service	§ 790.110			
.50	Limited Financial Service	§ 790.112	C		
.51	Medical Service	§ 790.114	P	C	
.52	Personal Service	§ 790.116	P	C	
.53	Business or Professional Service	§ 790.108	P	C	
.54	Massage Establishment	§ 790.60 § 2700 Police Code	C		
.55	Tourist Hotel	§ 790.46	C	C	
.56	Automobile Parking	§§ 790.8,156,160	C	C	C

			SEC. 716. Inner Clement Street Controls by Story		
No.	Zoning Category	§ References	1st	2nd	3rd +
.57	Automotive Gas Station	§ 790.14			
.58	Automotive Service Station	§ 790.17			
.59	Automotive Repair	§ 790.15			
.60	Automotive Wash	§ 790.18			
.61	Automobile Sale or Rental	§ 790.12			
.62	Animal Hospital	§ 790.6	C		
.63	Ambulance Service	§ 790.2			
.64	Mortuary	§ 790.62			
.65	Trade Shop	§ 790.124	P	C	
.66	Storage	§ 790.117			
Institutions and Non-Retail Sales and Services					
.70	Administrative Service	§ 790.106			
.80	Hospital or Medical Center	§ 790.44			
.81	Other Institutions	§ 790.50	P	C	C
.82	Public Use	§ 790.80	C	C	C
RESIDENTIAL STANDARDS AND USES					
.90	Residential Use	§ 790.88	P	P	P
.91	Residential Density, Dwelling Units	§§ 207,207.1, 790.88(a)	Generally, 1 unit per 600 sq.ft. lot area § 207.4		
.92	Residential Density, Group Housing	§§ 207.1,790.88(b)	Generally, 1 bedroom per 210 sq.ft. lot area § 208		
.93	Usable Open Space *[Per Residential Unit]*	§§ 135,136	Generally, either 80 sq.ft. if private, or 100 sq.ft. if common § 135(d)		
.94	Off-Street Parking, Residential	§§ 150,153-157, 159-160,204.5	Generally, 1 space per unit §§ 151,151(a)(g)		
.95	Community Residential Parking	§ 790.10	C	C	C

in 1983 and 1982, respectively. Neighborhood commercial interim controls for the district, which anticipated the permanent controls now proposed, were imposed in 1985.

Proposed Controls. Table III-25, previous page, summarizes proposed zoning controls for Inner Clement Street. The proposed district zoning permits new commercial uses on the ground floor and requires conditional use authorization for second story commercial uses. Commercial floor area ratio would be 1.75 to 1. Existing upper-story residential uses would be preserved by prohibiting their conversions to commercial use. To maintain convenience stores and protect adjacent residential livability, no new eating and drinking establishments would be permitted. New financial institutions would be prohibited. In order to maintain the street's active retail frontage, automobile uses would generally be prohibited. Proposed residential density standard would be that of the nearest R district, minimum one unit for every 600 sq. ft. of lot area (1:600), compared to the current 1:800 standard which generally applies in the district.

3. Impacts

Land Use. Soft-site estimates and analysis for the Inner Clement District, summarized in Table III-26 (next page), show a number of potential conversions and changes in uses.

Development patterns resulting under proposed zoning controls differ from those which could result under existing C-2 zoning. A comparison of net predicted development figures suggests the following:

- Proposed zoning could allow less than one-half the total new commercial development expected under existing zoning (11,200 square feet vs. 27,400 square feet)

- Proposed zoning could permit just over one-quarter (28%) of the office space development than could occur under existing zoning (5,700 vs. 21,900 square feet).

TABLE III–26

ESTIMATES OF 10–YEAR DEVELOPMENT POTENTIAL, INNER CLEMENT STREET NEIGHBORHOOD COMMERCIAL DISTRICT

[All Figures are in Gross Square Feet Except Residential Units (Shown in Parentheses)]

	– 1 – Eating/ Drinking	– 2 – Retail	– 3 – Office	– 4 – Total 1–3	– 5 – Other[1]	– 6 – Vacant[2]	– 7 – Total Non–Residential	– 8 – Residential Sq.Ft. (Units)		– 9 – Total Sq.Ft.
Existing Land Use:	127,400	274,800	162,100	564,200	16,100	12,000	592,300	319,600	(267)	911,900
Under Existing Zoning:										
New Construction[3]	0	0	0	0	0	0	0	0	(0)	0
Conversions of Use	+5,300	+200	+21,900	+27,400	–5,200	0	+22,200	–22,200	(–22)	0
Total Change	**+5,300**	**+200**	**+21,900**	**+27,400**	**–5,200**	**0**	**+22,200**	**–22,200**	**(–22)**	**0**
Potential Land Use	132,700	275,000	184,000	591,600	10,900	12,000	614,500	297,400	(245)	911,900
% Change–Land Use	**+4%**	**0%**	**+14%**	**+5%**	**–32%**	**0%**	**+4%**	**–7%**	**–8%**	**0%**
Under Proposed Zoning:										
New Construction[3]	0	0	0	0	0	0	0	0	(0)	0
Conversions of Use	0	+5,600	+5,700	+11,200	–5,200	0	+6,000	–6,000	(–6)	0
Total Change	**0**	**+5,600**	**+5,700**	**+11,200**	**–5,200**	**0**	**+6,000**	**–6,000**	**(–6)**	**0**
Potential Land Use	127,400	280,400	167,800	575,400	10,900	12,000	598,300	313,600	(261)	911,900
% Change–Land Use	**0%**	**+2%**	**+4%**	**+2%**	**–32%**	**0%**	**+1%**	**–2%**	**–2%**	**0%**

NOTES:

[1] Other = Non–Intensive Retail such as Paved Parking Lots, Non–Accessory Storage, etc.; Auto Garages and Service Stations; and Institutional Uses such as Churches, Schools, and Hospitals.

[2] Vacant = Vacant Lots and Vacant Commercial Spaces.

[3] New Construction = Construction and Demolition.

Square footage totals in rows and columns do not balance due to changes in building envelopes on lots, area taken up by rounding, and other factors.

All land use estimates are approximate.

- Conversion of residences to commercial uses could claim about one-third the number of units under proposed controls than under existing controls (6 units under proposed zoning vs. 22 under existing zoning).

- Proposed controls would allow no (zero) new eating and drinking establishments, whereas under existing zoning about 5,300 square feet occupied by such uses could be expected.

- Because proposed zoning prohibits new eating and drinking uses, thus freeing up commercial space for other retail uses, the predicted square footage of additional retail space under proposed zoning could be greater than that under existing zoning (5,600 square feet under proposed zoning vs. 200 square feet under existing zoning).

Overall commercial development would occur incrementally over the ten-year time frame at somewhat over twice the rate under existing zoning than under proposed zoning.

Transportation. Table III-27 presents projected new peak period trip ends by mode, and new peak period parking demand, based on the development potential estimates calculated for the Inner Clement District.

TABLE III-27
INNER CLEMENT DISTRICT
PROJECTED NEW PEAK PERIOD TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	31 Vehicle Trip Ends	4 Vehicle Trip Ends
MUNI:	28 MUNI Trip Ends	4 MUNI Trip Ends
Walk:	158 Walking Trip Ends	21 Walking Trip Ends
New Parking Demand:	5 Spaces	1 Space

*Peak Period for Inner Clement is Saturday afternoon, 1:00 - 4:00 p.m.

Proposed controls would allow additional commercial development, which would lead to a very slight increase in the current on-street parking shortage. The increase which would be expected to occur under existing controls would also be small. Because one of the soft sites for which new development was estimated contains a parking lot, about 30 existing off-street spaces would be lost under assumptions of the analysis. However, about 8 off-street spaces would be provided by new development under proposed zoning due to Planning Code accessory parking requirements. The effect on the overall parking situation would not be substantial. More trips would be generated under existing controls than under proposed controls, because the proposed controls would limit conversion of upper story residences to commercial uses and prohibit new eating and drinking uses, which generate proportionately greater numbers of trips. Furthermore, the proposed zoning's restrictions on types of uses which tend to attract automobile trips, such as automobile-serving and drive-up businesses, would tend to hold down the number of such trips. The small additional number of vehicle trips, spread over a three-hour peak period, would not perceptibly increase traffic congestion or interference with transit operations. The small number of additional MUNI trips, spread over the three-hour peak period and a number of transit lines, would not cause line capacities to be exceeded. Therefore it is concluded that the additional increment of traffic, parking demand, and transit ridership will not be significant with the proposed project.

Existing parking problems could be mitigated by present and foreseeable measures which will tend to improve the parking situation. Refer to the Mitigation section of this report (pages V-7 to V-12) for a discussion of specific measures for the Inner Clement/Mid Geary/California Street Districts and general measures applicable to all neighborhood commercial districts to improve parking.

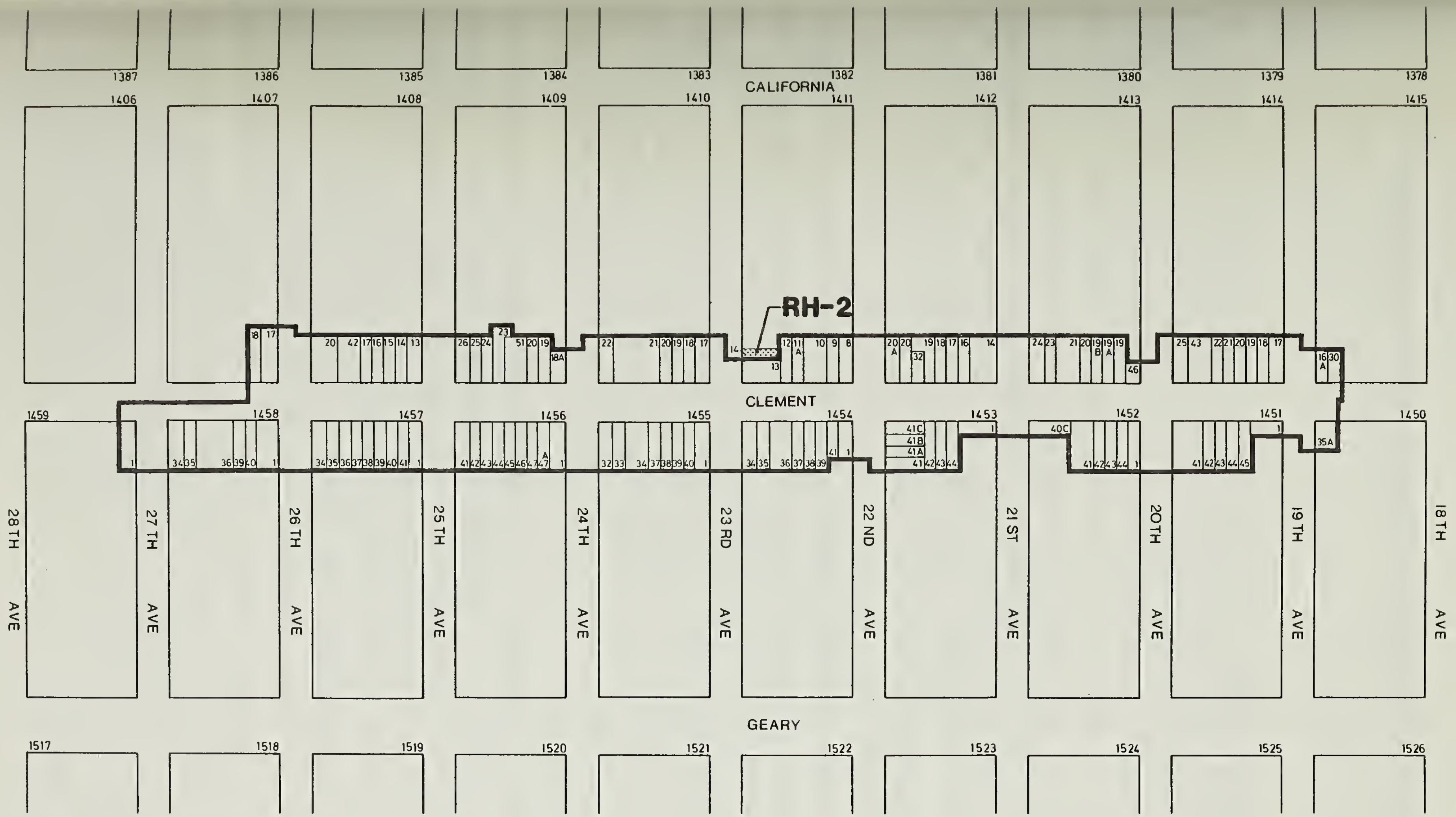
Air Quality. 1995 CO concentrations would be below State and Federal standards, as displayed in Table III-28. The reduction in emissions due to cleaner burning vehicles over the next 10 years would more than offset the increase in CO emissions from vehicle trips generated by potential development under NCRS. The 1995 concentrations displayed in the table include background concentrations plus increments which would occur under the proposed controls.

TABLE III-28

PREDICTED CARBON MONOXIDE CONCENTRATIONS, INNER CLEMENT NCD

	State/Federal Standard	Inner Clement 1985	Inner Clement 1995
1-Hour	20/35 ppm	10.9 ppm	8.1 ppm
8-Hour	9/9 ppm	8.8 ppm	6.0 ppm

While increased emissions indirectly caused by development allowed under NCRS would contribute to regional air pollution, as discussed in the Cumulative Impacts section, local concentrations of CO would not violate standards in the Inner Clement district in 1995.



OUTER CLEMENT
PROPOSED ZONING

— NCD BOUNDARY
▨ DELETIONS

EXISTING ZONING is C-1

Figure 34

0 50 100

OUTER CLEMENT STREET NEIGHBORHOOD COMMERCIAL DISTRICT

1. Setting

Location and Physical Scale. The Outer Clement Street neighborhood commercial district is located on Clement Street between 19th Avenue and 27th Avenue in the western portion of the Richmond District (Refer to the Outer Clement Street NCD Map, Figure 34, previous page). The physical scale of the district is characterized by two- and three-story buildings, although about one-fifth of the buildings are one story. Fully-residential and mixed-use buildings are generally between 19th to 23rd Avenues while commercial usage is concentrated between 23rd and 27th Avenues. Rear yards average about 20% of the typical 25 X 100 ft. lot. Development opportunities are generally limited to the district's 31 one-story buildings since there is only one vacant lot.

Land Use. The Outer Clement Street shopping area contains small scale convenience businesses as well as many restaurants and a movie theater. The district's restaurants serve a neighborhood and citywide clientele during the daytime and evening hours, while convenience shopping uses cater for the most part to daytime neighborhood shoppers from this portion of the Richmond district. Outer Clement Street contains many mixed-use buildings with some fully commercial and many fully residential buildings interspersed among them.

A large increase in the number of restaurants has brought about significant changes in the character of the linear shopping street and surrounding neighborhood and has altered the mix of commercial uses in the district. There are now about 30 restaurants in the district. Together they occupy about 35% of the ground story commercial frontage. No bars (except for those operated as part of restaurants) are located in the district, and only four of the eating and drinking uses are take-out food establishments. The restaurants have generated numerous problems and conflicts within the surrounding residential area, especially in the evening--customer vehicles blocking garages in the nearby residential streets, double parking, noise, garbage, and vandalism. Although these restaurants have brought vitality and attracted customers that the district may not have otherwise drawn, some of the restaurants have displaced essential neighborhood-serving uses, such as dry cleaners. There are approximately 15 office uses in the district, of which four are on upper stories. The only retail uses on upper stories are two restaurants.

Outer Clement Street has a substantial number of dwelling units. Of the district's approximately 350 units, the majority, almost 200, are at the second story. About 110 units are located at the third story and some 30 units are at the ground story.

Transportation. Numerous residential garages and their entrances interrupt the commercial frontage and limit the on-street parking supply (but also reduce the on-street parking demand), which totals 134 spaces. Although 24 private commercial off-street spaces serve the customers and employees of selected businesses (and a City lot operates on Geary between 22and and 23rd Avenues), the district suffers from a parking shortage, especially during the evening hours, when residents and restaurant patrons seek to park their vehicles in the street. Even during afternoon peak shopping times, a shortage exists sufficient to rank the district fifth worst among neighborhood commercial districts in the city, according to the City Planning Department's 1986 Neighborhood Parking Plan. In addition, side residential streets must bear part of the parking burden due to competition for spaces between residents and visitors. As a result, much of the future transportation demand will have to be met by public transit, which is readily accessible on Geary Boulevard by the 38-Geary, the 1-California on California Street and the 2-Clement along Clement Street. The 29-Sunset provides crosstown service via 25th Avenue, linking the Presidio with the Sunset, Visitacion Valley, Excelsior, and Bayview Districts. Outer Clement Street has a low-scale pedestrian-oriented character, although many people drive to and through the district. Since Clement Street is a secondary street, traffic volumes are relatively low.

Air Quality. Please refer to Appendix C for a detailed discussion of air quality considerations in neighborhood commercial districts, including assumptions and methodology. As noted in Appendix C, air quality effects of NCRS would be associated almost exclusively with carbon monoxide (CO) emission generated by the increase in vehicular travel which would be caused by potential development under the proposed zoning controls. Because no monitored air quality data specific to the Outer Clement district are available, a conservative assumption was made that background levels in the district equal that of downtown San Francisco. Under these and other assumptions discussed in Appendix C, existing 1-hour and 8-hour CO concentrations in the Outer Clement district are calculated at 10.9 parts per million (ppm) and 8.2 ppm, respectively. The State 1-hour standard is 20 ppm; the Federal 1-hour standard is 35 ppm; the State and Federal 8-hour standard is 9 ppm. Thus, the Outer Clement district does not currently violate standards.

2. Existing and Proposed Controls

Existing Controls. Under existing permanent C-1 zoning, a wide range of commercial uses is permitted in the Outer Clement Street District, generally on all stories. Drive-up facilities, auto sales, trade shops, repair uses, and non-retail sales and services are not permitted. Off-street parking requirement for general retail and office uses is one space for each 500 square feet of occupied floor area over 5,000 sq. ft., up to 20,000 sq. ft.; one space for each 250 sq. ft. over 20,000 sq. ft. Commercial floor area ratio is 3.6 to 1. Residential density in C-1 districts is that of the nearest R district (minimum one unit for each 800 sq. ft. of lot area). Refer to Table II-1 in Chapter II for a summary of C-1 requirements. Problems caused by proliferation of eating and drinking places, such as disruption of the surrounding residential neighborhood and pre-emption of more diverse business uses, led to moratoria on eating and drinking places beginning in 1981, and the establishment in 1985 of interim neighborhood commercial controls for the district, which anticipated the permanent controls now proposed.

Proposed Controls. Refer to Table III-29, next page, for a summary of proposed zoning controls for Outer Clement Street. Most commercial uses are proposed to be prohibited on upper stories in order to promote more continuous and active retail uses at the ground level. Proposed commercial floor area ratio is 1.0 to 1. To encourage mixed-use buildings, new housing development would be encouraged at the upper stories, while conversions of existing

TABLE III-29 OUTER CLEMENT

SEC. 717.
OUTER CLEMENT STREET NEIGHBORHOOD COMMERCIAL DISTRICT ZONING CONTROL TABLE

No.	Zoning Category	§ References	SEC. 717. Outer Clement Street Controls
BUILDING STANDARDS			
.10	Height and Bulk	§§ 102.11,105, 106,250-252,260, 270,271	40-X
.11	Lot Size *[Per Development]*	§§ 790.56,121.1	P up to 4999 sq.ft., C 5000 sq.ft. & above § 121.1
.12	Rear Yard	§§ 130,134,136	Required at grade level and above § 134(a)(e)
.13	Street Frontage		Required § 145.1
.14	Awning	§ 790.20	P § 136.1(a)
.15	Canopy	§ 790.26	P § 136.1(b)
.15	Marquee	§ 790.58	P § 136.1(c)
.17	Street Trees		Required § 143
COMMERCIAL AND INSTITUTIONAL STANDARDS AND USES			
.20	Floor Area Ratio	§§ 102.8,102.10, 123	1.0 to 1 § 124(a)(b)
.21	Use Size *[Non-Residential]*	§ 790.130	P up to 2499 sq.ft., C 2500 sq.ft. & above § 121.2
.22	Off-Street Parking, Commercial and Institutional	§§ 150,153-157, 159-160,204.5	Generally, none required if occupied floor area is less than 5000 sq.ft. §§ 151,161(g)
.23	Off-Street Freight Loading	§§ 150,153-155 204.5	Generally, none required if gross floor area is less than 10,000 sq.ft. §§ 152,161(b)
.24	Outdoor Activity Area	§ 790.70	P in front; C elsewhere § 145.2(a)
.25	Drive-Up Facility	§ 790.30	
.26	Walk-Up Facility	§ 790.140	P if recessed 3 ft.; C otherwise § 145.2(b)
.27	Hours of Operation	§ 790.48	P: 6 a.m. - 11 p.m C: 11 p.m. - 2 a.m.
.30	General Advertising Sign	§§ 262,602-604, 609.1-.10,609	
.31	Business Sign	§§ 262,602-604, 608.1-.10,609	P § 607.1(f)2
.32	Other Signs	§§ 262,602-604, 608.1-.10,609	P § 607.1(c)(d)(g)

No.	Zoning Category	§ References	SEC. 717. Outer Clement Street Controls by Story		
		§ 790.118	1st	2nd	3rd +
.39	Residential Conversion	§ 790.84	P		
.39	Residential Demolition	§ 790.86	C	C	C
Retail Sales and Services					
.40	Other Retail Sales and Services *[Not Listed Below]*	§ 790.102	P		
.41	Bar	§ 790.22			
.42	Full-Service Restaurant	§ 790.92			
.43	Small Fast Food Restaurant	§ 790.90			
.44	Large Fast Food Restaurant	§ 790.91			
.45	Take-Out Food	§ 790.122			
.46	Movie Theater	§ 790.64	P		
.47	Adult Entertainment	§ 790.36			
.48	Other Entertainment	§ 790.38	C		
.49	Financial Service	§ 790.110	C		
.50	Limited Financial Service	§ 790.112	C		
.51	Medical Service	§ 790.114	P		
.52	Personal Service	§ 790.116	P		
.53	Business or Professional Service	§ 790.108	P		
.54	Massage Establishment	§ 790.60 § 2700 Police Code			
.55	Tourist Hotel	§ 790.46			
.56	Automobile Parking	§§ 790.8,156,160	C	C	
.57	Automotive Gas Station	§ 790.14			
.58	Automotive Service Station	§ 790.17			
.59	Automotive Repair	§ 790.15			
.60	Automotive Wash	§ 790.18			
.61	Automobile Sale or Rental	§ 790.12			
.62	Animal Hospital	§ 790.6	C		
.63	Ambulance Service	§ 790.2			
.64	Mortuary	§ 790.62			
.65	Trade Shop	§ 790.124	P		
.66	Storage	§ 790.117			
Institutions and Non-Retail Sales and Services					
.70	Administrative Service	§ 790.106			
.80	Hospital or Medical Center	§ 790.44			
.81	Other Institutions	§ 790.50	P	C	C
.82	Public Use	§ 790.80	C	C	C
RESIDENTIAL STANDARDS AND USES					
.90	Residential Use	§ 790.88	P	P	P
.91	Residential Density, Dwelling Units	§§ 207,207.1, 790.88(a)	Generally, 1 unit per 600 sq.ft. lot area § 207.4		
.92	Residential Density, Group Housing	§§ 207.1,790.88(b)	Generally, 1 bedroom per 210 sq.ft. lot area § 208		
.93	Usable Open Space *[Per Residential Unit]*	§§ 135,136	Generally, either 80 sq.ft. if private, or 100 sq.ft. if common § 135(d)		
.94	Off-Street Parking, Residential	§§ 150,153-157, 159-160,204.5	Generally, 1 space per unit §§ 151,161(a)(g)		
.95	Community Residential Parking	§ 790.10	C	C	C

upper-story housing units would be prohibited. The proliferation and operation of restaurants would be controlled by prohibiting any new eating and drinking establishments. These controls are designed to preserve the low-intensity character of the district. Hours of operation would be permitted from 6:00 a.m. to 11:00 p.m., with 11:00 p.m. to 2:00 a.m. hours subject to conditional use review. Financial institutions would be limited under conditional use review. In order to maintain the street's active retail frontage, new automobile uses would generally be prohibited. Proposed residential density standard would be that of the nearest R district, minimum one unit for every 600 sq. ft. of lot area (1:600), compared to the current 1:800 standard which generally applies in the district.

3. Impacts

Land Use. Soft-site analysis for the Outer Clement Street District projects some redevelopment of a few vacant or underutilized sites and changes of use in existing buildings to more active retail or service uses. Table III-30 (next page) presents development estimates.

Development patterns resulting under proposed zoning controls differ from those which could result under existing C-1 zoning. A comparison of net predicted development figures suggests the following:

- Proposed zoning could allow about three-quarters the new commercial development than could be expected under existing zoning (34,900 square feet vs. 45,000 square feet)

- Proposed zoning could permit about one-quarter of the office space development than could occur under existing zoning (1,600 vs. 6,500 square feet).

- Conversion of space and new construction could add 11 dwelling units under existing controls, while proposed controls could add 32 units in the district.

TABLE III–30
ESTIMATES OF 10–YEAR DEVELOPMENT POTENTIAL, OUTER CLEMENT NEIGHBORHOOD COMMERCIAL DISTRICT

[All Figures are in Gross Square Feet Except Residential Units (Shown in Parentheses)]

	– 1 – Eating/ Drinking	– 2 – Retail	– 3 – Office	– 4 – Total 1–3	– 5 – Other[1]	– 6 – Vacant[2]	– 7 – Total Non–Residential	– 8 – Residential Sq.Ft.	(Units)	– 9 – Total Sq.Ft.
Existing Land Use:	55,600	56,500	17,600	129,700	56,000	2,300	188,000	271,800	(282)	459,800
Under Existing Zoning:										
New Construction[3]	+6,600	+13,200	+4,900	+24,800	–16,400	0	+8,400	–200	(+1)	+8,200
Conversions of Use	+8,000	+10,500	+1,600	+20,200	–33,600	0	–13,400	+7,400	(+10)	–6,000
Total Change	**+14,600**	**+23,700**	**+6,500**	**+45,000**	**–50,000**	**0**	**–5,000**	**+7,200**	**(+11)**	**+2,200**
Potential Land Use	70,200	80,200	24,100	174,700	6,000	2,300	183,000	279,000	(293)	462,000
% Change–Land Use	+26%	+42%	+37%	+35%	–89%	**0%**	–3%	+3%	+4%	**0%**
Under Proposed Zoning:										
New Construction[3]	0	+14,700	0	+14,700	–16,400	0	–1,700	+18,600	(+22)	+16,900
Conversions of Use	0	+18,500	+1,600	+20,200	–33,600	0	–13,400	+7,400	(+10)	– 6,000
Total Change	**0**	**+33,200**	**+1,600**	**+34,900**	**–50,000**	**0**	**–15,100**	**+26,000**	**(+32)**	**+10,900**
Potential Land Use	55,600	89,700	19,200	164,600	6,000	2,300	172,900	297,800	(314)	470,700
% Change–Land Use	**0%**	+59%	+9%	+27%	–89%	**0%**	–8%	+10%	+11%	+2%

NOTES:

[1] Other = Non–Intensive Retail such as Paved Parking Lots, Non–Accessory Storage, etc.; Auto Garages and Service Stations; and Institutional Uses such as Churches, Schools, and Hospitals.

[2] Vacant = Vacant Lots and Vacant Commercial Spaces.

[3] New Construction = Construction and Demolition.

Square footage totals in rows and columns do not balance due to changes in building envelopes on lots, area taken up by rounding, and other factors.

All land use estimates are approximate.

- Proposed controls would allow no (zero) new eating and drinking establishments, whereas under existing zoning about 14,600 square feet occupied by such uses could be expected.

- Because proposed zoning prohibits new eating and drinking uses, thus freeing up commercial space for other retail uses, the predicted square footage of additional retail space under proposed zoning could be greater than that under existing zoning (33,200 square feet under proposed zoning vs. 23,700 square feet under existing zoning).

Overall commercial development would occur incrementally over the ten-year time frame at about 75% of the rate under proposed zoning than under existing zoning.

Transportation. Table III-31 presents projected new peak period trip ends by mode, and new peak period parking demand, based on the development potential estimates calculated for the Outer Clement District.

TABLE III-31
OUTER CLEMENT DISTRICT
PROJECTED NEW PEAK PERIOD* TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	89 Vehicle Trip Ends	20 Vehicle Trip Ends
MUNI:	82 MUNI Trip Ends	18 MUNI Trip Ends
Walk:	461 Walking Trip Ends	101 Walking Trip Ends
New Parking Demand:	15 Spaces	3 Spaces

*Peak Period for Outer Clement is Saturday afternoon, 1:00 - 4:00 p.m.

Proposed controls would allow additional commercial development, which would lead to a slight increase in the on-street parking shortage. The increase would be less than that which would be expected to occur under existing controls, because the proposed controls would greatly limit conversion of upper story residences to commercial uses and prohibit new eating and drinking uses, which generate proportionately greater numbers of trips. Furthermore, the proposed zoning's restrictions on types of uses which tend to attract automobile trips, such as drive-up businesses, would tend to hold down the number of such trips. Because one of the soft sites for which new development was estimated contains a parking lot, about 32 existing off-street spaces would be lost under assumptions of the analysis. However, 18 off-street spaces would be provided by new development under existing zoning and 26 spaces under proposed zoning due to Planning Code accessory parking requirements. The net new housing units would add a negligible number of trips during commercial peak periods, and would not add measurably to the on-street parking shortage because of required off-street parking (one space per unit). The increment of parking demand over the next 10 years should not be discernible to residents and users of the area. The small additional number of vehicle trips, spread over a three-hour peak period, would not perceptibly increase traffic congestion or interference with transit operations. The small number of additional MUNI trips, spread over the three-hour peak period and a number of transit lines, would not cause line capacities to be exceeded. Therefore it is concluded that the additional increment of traffic, parking demand, and transit ridership will not be significant with the proposed project.

Existing parking problems could be mitigated by present and foreseeable measures which will tend to improve the parking situation. Refer to the Mitigation section of this report (pages V-7 to V-12) for a discussion of specific measures for the Outer Clement Street District and general measures applicable to all neighborhood commercial districts to improve parking.

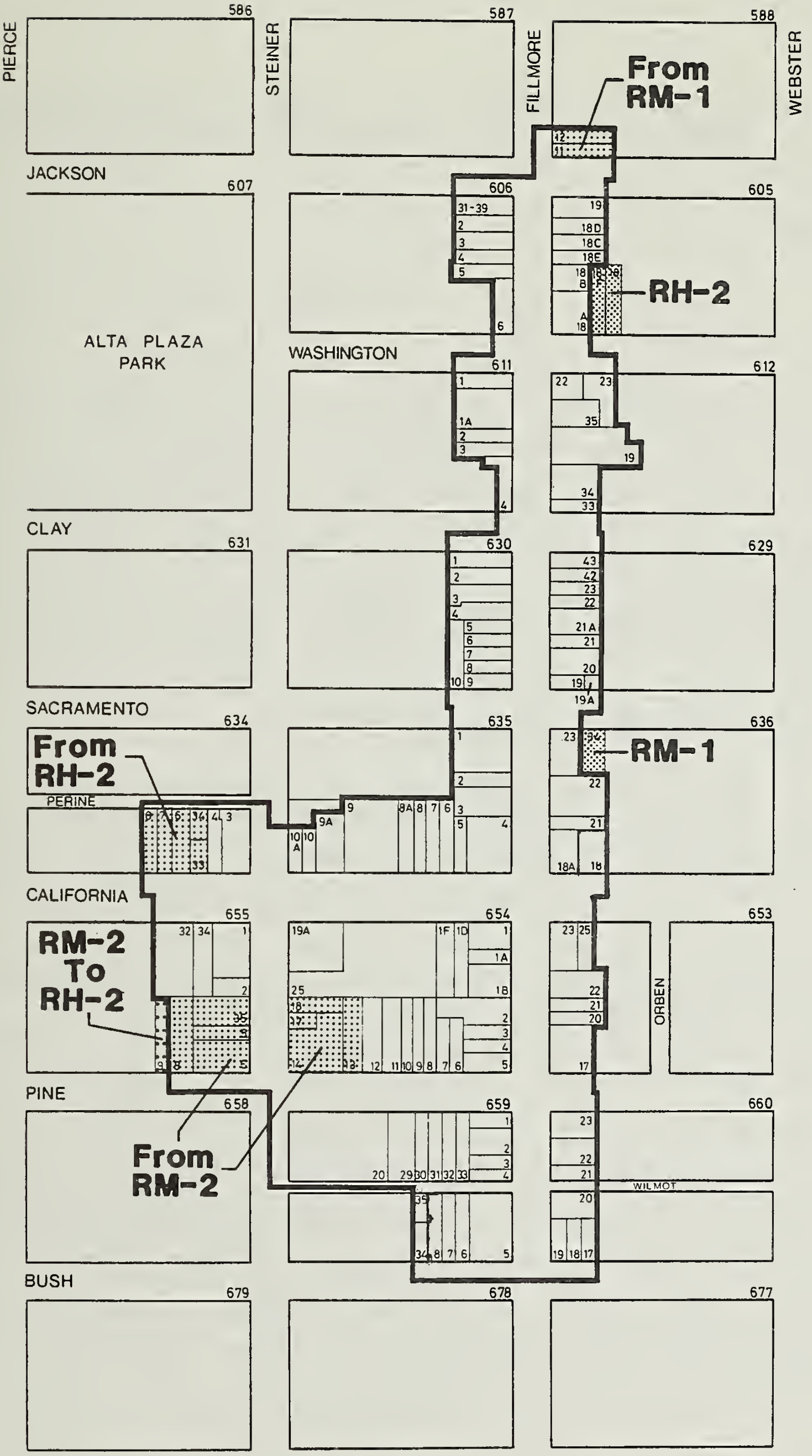
Air Quality. 1995 CO concentrations would be below State and Federal standards, as displayed in Table III-32 (next page). The reduction in emissions due to cleaner burning vehicles over the next 10 years would more than offset the increase in CO emissions from vehicle trips generated by potential development under NCRS. The 1995 concentrations displayed in the table include background concentrations plus increments which would occur under the proposed controls.

TABLE III-32

PREDICTED CARBON MONOXIDE CONCENTRATIONS, OUTER CLEMENT NCD

	State/Federal Standard	Outer Clement 1985	Outer Clement 1995
1-Hour	20/35 ppm	10.9 ppm	8.1 ppm
8-Hour	9/9 ppm	8.8 ppm	6.0 ppm

While increased emissions indirectly caused by development allowed under NCRS would contribute to regional air pollution, as discussed in the Cumulative Impacts section, local concentrations of CO would not violate standards in the Outer Clement district in 1995.



UPPER FILLMORE
PROPOSED ZONING

Figure 35

— NCD BOUNDARY
▦ ADDITIONS
▩ DELETIONS
⁘ OTHER CHANGES

Except as noted, EXISTING ZONING is C-2

UPPER FILLMORE STREET NEIGHBORHOOD COMMERCIAL DISTRICT

1. Setting

Location and Physical Scale. The Upper Fillmore Street neighborhood commercial district is situated in the south-central portion of Pacific Heights. It runs north-south along six blocks of Fillmore Street from Jackson to Bush and extends west one block along California and Pine Streets (Refer to the Upper Fillmore Street NCD Map, Figure 35, previous page). The historical development pattern in the district established a mix of building heights, with most buildings either two or three stories in height. Most of the lots on Fillmore Street are developed to their maximum building envelope. Along California Street, existing gas station sites and a market fall far below their maximum permitted building envelopes.

Land Use. This medium-scaled, multi-purpose commercial district provides convenience goods to its immediate neighborhood as well as comparison shopping goods and services on a specialized basis to a wider trade area. Commercial businesses are active during both day and evening and include a number of bars, restaurants, specialty groceries, and specialty clothing stores. More than 85% of the district's ground-floor frontage is used commercially. Convenience businesses and specialty gift and clothing stores are active during the daytime; after 8:00 p.m. most of the activity in the district shifts to bars, restaurants, and its one movie theater. Upper Fillmore Street has a large number of eating and drinking establishments, which however have remained fairly constant over the past five years, increasing by only one. During the same period, specialty grocery stores (gourmet groceries, chocolates, coffee/tea, cheese, etc.) have increased, often replacing neighborhood serving convenience businesses.

An increase in medical offices in the district from three to 18 since 1979 is directly related to the growth of nearby Pacific Medical Center, a large medical complex located one block east of Fillmore Street. The increase from 11 to 44 total offices over this same time period has also been dramatic. Many of the offices are located on second stories.

The few residentially-used buildings are located on the cross streets. Despite numerous conversions in the past ten years, there were still 412 residential units in the district in 1984, 275 of which were on the second and third stories, comprising 67% of all residential uses. Only four percent of residential units are at the ground story.

Transportation. As a popular district which attracts numerous customers and vehicles, Fillmore Street has a shortage of on-street parking spaces, especially during peak shopping hours and weekend evenings. The City Planning Department's 1986 Neighborhood Parking Plan ranks the Upper Fillmore area as the neighborhood commercial district with the sixth worst parking problem in the city. Currently, there are 177 metered spaces, 99 unmetered spaces and 55 spaces in specific zones; a total of 331 spaces. In addition, there are 172 off-street parking spaces (57 at night). Merchants have requested the Parking Authority to study the feasibility of constructing a parking garage in the area. An existing garage at Pacific Medical Center contains about 470 spaces, is open to the public (but was not included in the Neighborhood Parking Plan) and is used by some shoppers arriving by car. It is only occasionally full.[1]

Fillmore, California, Bush and Pine Streets carry a relatively large amount of through traffic. Fillmore Street is a major north-south artery, connecting the Western Addition with Pacific Heights and the Marina. California Street connects east-west traffic between downtown and Presidio Heights and the Richmond district. Bush and Pine are parallel one-way streets with timed signals providing vehicular-oriented east-west access to downtown. Transit access in the district includes the 3-Jackson, connecting the Pacific and Presidio Heights neighborhoods with downtown, and the 22-Fillmore, which runs from the Marina through Pacific Heights, the Western Addition and the Mission district, to Potrero Hill. Three additional Muni lines (1-California, 24-Divisadero, 83-Pacific) cross Fillmore Street in the district.

Like other neighborhood commercial locations, Upper Fillmore experiences some congestion problems as a result of parking shortages. Auto traffic and transit service experience some circulation problems caused by illegal double parking and parking in bus loading zones. The street is relatively narrow. Transit capacity is ample to serve commercial needs of the district because peak shopping times, which occur during afternoons, especially Saturdays, do not coincide with peak transit usage times, which are due to journeys to and from work on weekdays.

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[1] Scott Berkman, Pacific Medical Center Security, telecon 11/12/85.

2. Existing and Proposed Controls

Existing Controls. Under existing permanent C-2 zoning, a wide range of commercial uses is permitted in the Fillmore Street District, generally on all stories. Commercial floor area ratio is 3.6 to 1. Off-street parking requirement for general retail and office uses is one space for each 500 square feet of occupied floor area over 5,000 sq. ft., up to 20,000 sq. ft.; one space for each 250 sq. ft. over 20,000 sq. ft. Residential density in C-2 districts is that of the nearest R district (minimum one unit for each 800 sq. ft. of lot area). Refer to Table II-1 in Chapter II for a summary of C-2 requirements. Problems caused by proliferation of eating and drinking places and conversion of upper story residences to commercial uses led to establishment of a Special Use District for Upper Fillmore Street in 1980. Interim neighborhood commercial controls for the district, which anticipated the permanent controls now proposed, were imposed in 1985.

Proposed Controls. Table III-33, next page, presents the proposed controls for the Upper Fillmore Street district. Under the proposed zoning, the district would maintain its dense, mixed-use character by permitting most commercial uses at the first two stories, while reserving upper stories for residential uses. Commercial floor area ratio would be 1.75 to 1. In existing buildings, commercial growth by conversions of residential units would be monitored by conditional use review at the second story and prohibited above that level. In order to maintain convenience stores and protect adjacent livability, additional eating and drinking establishments would be prohibited and entertainment and financial service uses would be limited under conditional use review. To promote continuous retail frontage, drive-up and most automobile uses would be prohibited. Proposed residential density standards would permit one unit for every 600 sq. ft. of lot area (1:600), compared to the current 1:800 standard which generally applies in the

TABLE III-33 UPPER FILLMORE

SEC. 718.
UPPER FILLMORE STREET NEIGHBORHOOD COMMERCIAL DISTRICT ZONING CONTROL TABLE

No.	Zoning Category	§ References	SEC. 718. Upper Fillmore Street Controls
BUILDING STANDARDS			
.10	Height and Bulk	§§ 102.11,105, 106.250-252,260, 270,271	40-X
.11	Lot Size *[Per Development]*	§§ 790.56,121.1	P up to 4999 sq.ft., C 5000 sq.ft. & above § 121.1
.12	Rear Yard	§§ 130,134,136	Required at the second story and above and at all residential levels § 134(a)(e)
.13	Street Frontage		Required § 145.1
.14	Awning	§ 790.20	P § 136.1(a)
.15	Canopy	§ 790.26	P § 136.1(b)
.16	Marquee	§ 790.58	P § 136.1(c)
.17	Street Trees		Required § 143
COMMERCIAL AND INSTITUTIONAL STANDARDS AND USES			
.20	Floor Area Ratio	§§ 102.8,102.10, 123	1.75 to 1 § 124(a)(b)
.21	Use Size *[Non-Residential]*	§ 790.130	P up to 2499 sq.ft., C 2500 sq.ft. & above § 121.2
.22	Off-Street Parking, Commercial and Institutional	§§ 150,153-157, 159-160,204.5	Generally, none required if occupied floor area is less than 5000 sq.ft. §§ 151,161(g)
.23	Off-Street Freight Loading	§§ 150,153-155 204.5	Generally, none required if gross floor area is less than 10,000 sq.ft. §§ 152,161(b)
.24	Outdoor Activity Area	§ 790.70	P in front; C elsewhere § 145.2(a)
.25	Drive-Up Facility	§ 790.30	
.26	Walk-Up Facility	§ 790.140	P if recessed 3 ft.; C otherwise § 145.2(b)
.27	Hours of Operation	§ 790.48	P: 6 a.m. - 2 a.m. C: 2 a.m. - 6 a.m.
.30	General Advertising Sign	§§ 262,602-604, 608.1-.10,609	
.31	Business Sign	§§ 262,602-604, 608.1-.10,609	P § 607.1(f)2
.32	Other Signs	§§ 262,602-604, 608.1-.10,609	P § 607.1(c)(d)(g)

No.	Zoning Category	§ References	Controls by Story 1st	2nd	3rd +
		§ 790.118			
.38	Residential Conversion	§ 790.84	P	C	
.39	Residential Demolition	§ 790.86	C	C	C
Retail Sales and Services					
.40	Other Retail Sales and Services *[Not Listed Below]*	§ 790.102	P	P	
.41	Bar	§ 790.22			
.42	Full-Service Restaurant	§ 790.92			
.43	Small Fast Food Restaurant	§ 790.90			
.44	Large Fast Food Restaurant	§ 790.91			
.45	Take-Out Food	§ 790.122			
.46	Movie Theater	§ 790.64	P		
.47	Adult Entertainment	§ 790.36			
.48	Other Entertainment	§ 790.38	C		
.49	Financial Service	§ 790.110	C		
.50	Limited Financial Service	§ 790.112	C		
.51	Medical Service	§ 790.114	P	P	
.52	Personal Service	§ 790.116	P	P	
.53	Business or Professional Service	§ 790.108	P	P	
.54	Massage Establishment	§ 790.60 § 2700 Police Code	C		
.55	Tourist Hotel	§ 790.46	C	C	C
.56	Automobile Parking	§§ 790.8,156,160	C	C	C

No.	Zoning Category	§ References	SEC. 718. Upper Fillmore Street Controls by Story 1st	2nd	3rd +
.57	Automotive Gas Station	§ 790.14			
.58	Automotive Service Station	§ 790.17			
.59	Automotive Repair	§ 790.15			
.60	Automotive Wash	§ 790.18			
.61	Automobile Sale or Rental	§ 790.12			
.62	Animal Hospital	§ 790.6	C		
.63	Ambulance Service	§ 790.2			
.64	Mortuary	§ 790.62			
.65	Trade Shop	§ 790.124	P		
.66	Storage	§ 790.117			
Institutions and Non-Retail Sales and Services					
.70	Administrative Service	§ 790.106			
.80	Hospital or Medical Center	§ 790.44			
.81	Other Institutions	§ 790.50	P	C	C
.82	Public Use	§ 790.80	C	C	C
RESIDENTIAL STANDARDS AND USES					
.90	Residential Use	§ 790.88	P	P	P
.91	Residential Density, Dwelling Units	§§ 207,207.1, 790.88(a)	Generally, 1 unit per 600 sq.ft. lot area § 207.4		
.92	Residential Density, Group Housing	§§ 207.1,790.88(b)	Generally, 1 bedroom per 210 sq.ft. lot area § 208		
.93	Usable Open Space *[Per Residential Unit]*	§§ 135,136	Generally, either 80 sq.ft. if private, or 100 sq.ft. if common § 135(d)		
.94	Off-Street Parking, Residential	§§ 150,153-157, 159-160,204.5	Generally, 1 space per unit §§ 151,161(a)(g)		
.95	Community Residential Parking	§ 790.10	C	C	C

district. Parking requirements would remain substantially the same as existing zoning.

3. Impacts

Land Use. Soft-site estimates and analysis for the Upper Fillmore District, summarized in Table III-34 (next page), show a number of potential conversions and changes in uses and some possible new construction due to redevelopment of sites.

Development patterns resulting under proposed zoning controls differ from those which could result under existing C-2 zoning. A comparison of net predicted development figures suggests the following:

- Proposed zoning could permit less than one-half (46%) of the office space development than could occur under existing zoning (39,100 vs. 84,400 square feet).

- Net gain of dwelling units under proposed controls would be many times greater than the number than under existing controls (64 units under proposed zoning vs. 2 under existing zoning).

- Proposed controls would allow no (zero) new eating and drinking establishments, whereas under existing zoning about 9,400 square feet occupied by such uses could be expected.

- Because proposed zoning prohibits new eating and drinking uses, thus freeing up commercial space for other retail uses, the predicted square footage of additional retail space under proposed zoning could be slightly greater than that under existing zoning (42,400 square feet under proposed zoning vs. 37,500 under existing zoning).

Overall commercial development would occur incrementally over the ten-year time frame under proposed zoning controls at about two-thirds the rate as under existing controls. The major difference is a lesser amount of office and eating/drinking space and more housing expected under proposed controls.

TABLE III–34
ESTIMATES OF 10–YEAR DEVELOPMENT POTENTIAL, UPPER FILLMORE NEIGHBORHOOD COMMERCIAL DISTRICT

[All Figures are in Gross Square Feet Except Residential Units (Shown in Parentheses)]

	– 1 – Eating/ Drinking	– 2 – Retail	– 3 – Office	– 4 – Total 1–3	– 5 – Other[1]	– 6 – Vacant[2]	– 7 – Total Non–Residential	– 8 – Residential Sq.Ft.	(Units)	– 9 – Total Sq.Ft.
Existing Land Use:	49,400	195,000	180,700	425,100	107,200	26,900	559,200	308,300	(375)	867,500
Under Existing Zoning:										
New Construction[3]	+5,200	+20,800	+33,200	+59,200	–39,200	–13,200	+6,800	+41,500	(+46)	+48,300
Conversions of Use	+4,200	+16,700	+51,300	+72,100	–6,000	0	+66,100	–66,100	(–44)	0
Total Change	+9,400	+37,500	+84,400	+131,300	–45,200	–13,200	+72,900	–24,600	(+2)	+48,300
Potential Land Use	58,800	232,500	265,100	556,400	62,000	13,700	632,100	283,700	(377)	915,800
% Change–Land Use	+19%	+19%	+47%	+31%	–42%	–49%	+13%	–8%	+1%	+6%
Under Proposed Zoning:										
New Construction[3]	0	+27,800	+14,000	+41,800	–39,200	–13,200	–10,600	+79,800	(+87)	+69,200
Conversions of Use	0	+14,600	+25,100	+39,600	–6,000	0	+33,600	–33,600	(–23)	0
Total Change	0	+42,400	+39,100	+81,400	–45,200	–13,200	+23,000	+46,200	(+64)	+69,200
Potential Land Use	49,400	237,400	219,800	506,500	62,000	13,700	582,200	354,500	(439)	936,700
% Change–Land Use	0%	+22%	+22%	+19%	–42%	–49%	+4%	+15%	+14%	+8%

NOTES:

[1] Other = Non–Intensive Retail such as Paved Parking Lots, Non–Accessory Storage, etc.; Auto Garages and Service Stations; and Institutional Uses such as Churches, Schools, and Hospitals.

[2] Vacant = Vacant Lots and Vacant Commercial Spaces.

[3] New Construction = Construction and Demolition.

Square footage totals in rows and columns do not balance due to changes in building envelopes on lots, area taken up by rounding, and other factors.

All land use estimates are approximate.

Transportation. Table III-35 presents projected new peak period trip ends by mode, and new peak period parking demand, based on the development potential estimates calculated for the Upper Fillmore District.

TABLE III-35
UPPER FILLMORE DISTRICT
PROJECTED NEW PEAK PERIOD* TRIP GENERATION BY MODE/NEW PARKING DEMAND

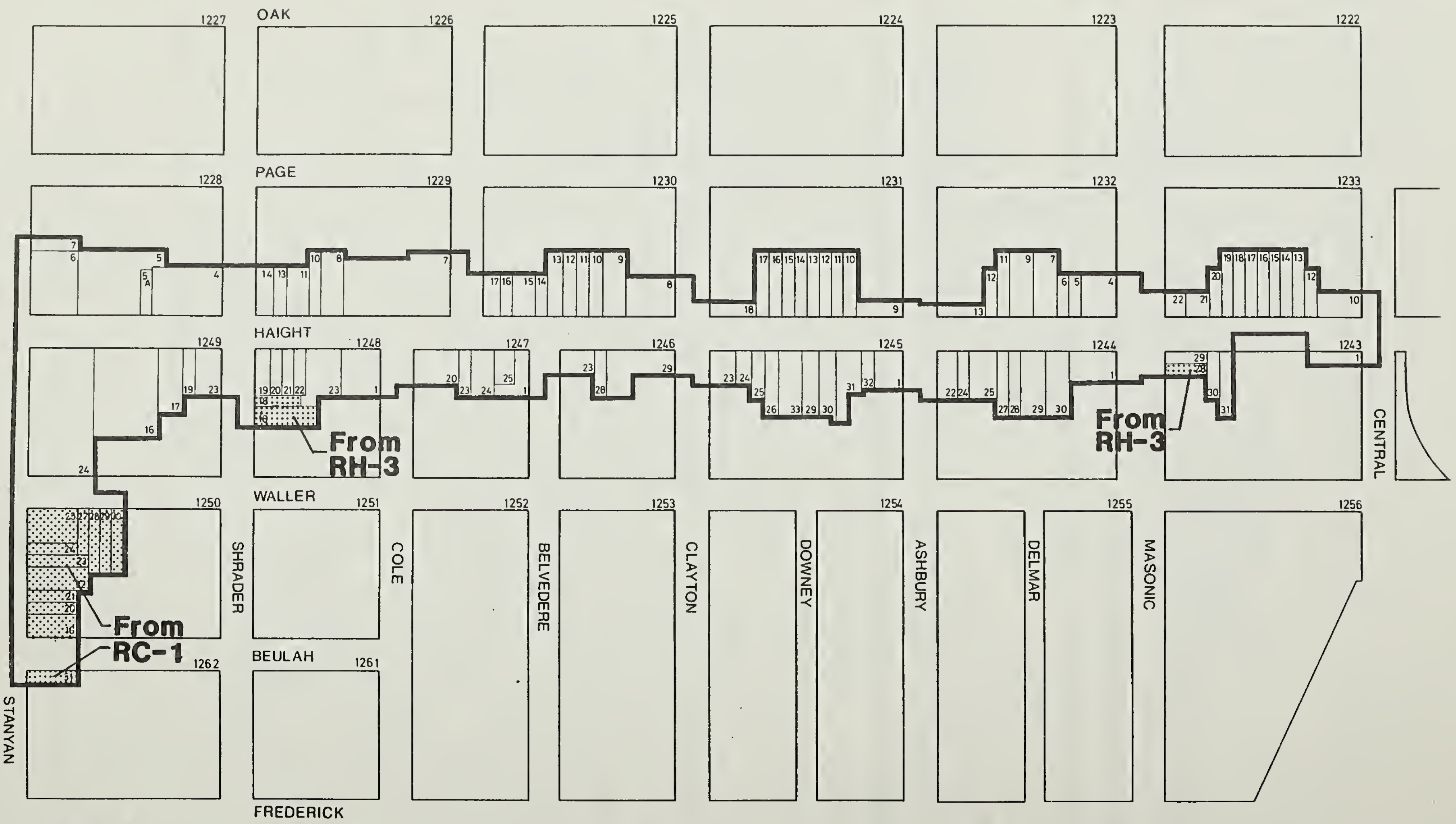
	Under Existing Zoning:	Under Proposed Zoning:
Auto:	83 Vehicle Trip Ends	31 Vehicle Trip Ends
MUNI:	76 MUNI Trip Ends	28 MUNI Trip Ends
Walk:	428 Walking Trip Ends	159 Walking Trip Ends
New Parking Demand:	14 Spaces	5 Spaces

*Peak Period for Upper Fillmore is Saturday afternoon, 1:00 - 4:00 p.m.

Proposed controls would allow additional commercial development, which would lead to an increase in the on-street parking shortage. The increase would be considerably less than that which would be expected to occur under existing controls, because the proposed controls would limit conversion of upper story residences to commercial uses and prohibit new eating and drinking uses, which generate proportionately greater numbers of trips. Furthermore, the proposed zoning's restrictions on types of uses which tend to attract automobile trips, such as automobile-serving and drive-up businesses, would tend to hold down the number of such trips. In addition, about 25 off-street spaces would be provided by new development under Planning Code accessory parking requirements. The increment of parking demand over the next 10 years should not be discernible to residents and users of the area. The small additional number of vehicle trips, spread over a three-hour peak period, would not perceptibly increase traffic congestion or interference with transit operations. The small number of additional MUNI trips, spread over the three-hour peak period and a number of transit lines, would not cause line capacities to be exceeded. Therefore it is concluded that the additional increment of traffic, parking demand, and transit ridership will not be significant with the proposed project.

Existing parking problems could be mitigated by present and foreseeable measures which will tend to improve the parking situation. At present, the Pacific Medical Center garage is available to the general public, albeit at a premium price. Its existence does not prevent illegal parking in the district. Whether lack of full use of the garage is due to its relatively high rates or a lack of knowledge that the facility is available is not known. Signs or other modes of information could be employed to inform prospective users of the availability of the garage and its entrance on Clay Street.

Refer to the Mitigation section of this report (pages V-7 to V-12) for a discussion of specific measures for the Upper Fillmore Street District and general measures applicable to all neighborhood commercial districts to improve parking.



HAIGHT
PROPOSED ZONING

Figure 36

— NCD BOUNDARY
▨ ADDITIONS

Except as noted, EXISTING ZONING is C-2

HAIGHT STREET NEIGHBORHOOD COMMERCIAL DISTRICT

1. Setting

Location and Physical Scale. Just northwest of the city's geographical center, the Haight Street neighborhood commercial district is located in the Haight-Ashbury neighborhood, bounded by Golden Gate Park Panhandle to the north, Buena Vista Heights and Mt. Olympus to the east, Mt. Sutro and U.C. Medical Center to the south/southwest, and Golden Gate Park to the west. The shopping district extends six blocks along Haight Street, from Central Avenue on the east to Stanyan Street on the west, and for two blocks both north and south along Stanyan Street (Refer to the Haight Street NCD Map, Figure 36, previous page). Over 50% of the buildings in the district are three stories and an additional 13% are two stories high. Most of the remainder are single-story buildings. Development opportunities are most likely to occur on the latter sites and in the district's parking lots and vacant lots.

Land Use. The characteristic development pattern on Haight Street consists of ground-story commercial uses with residential units on the upper stories. The Haight Street shopping area provides convenience goods and services to local Haight-Ashbury residents as well as comparison shopping goods and services to a larger citywide market area. In all, the district has approximately 180 commercial establishments. Commercial intensification in the past ten years has resulted in an increase in the number of eating, drinking, and entertainment establishments and a concentration of second-hand antique and clothing stores. Some have displaced neighborhood-serving businesses and contributed to rent pressures on existing businesses. These uses have also aggravated existing problems of parking shortages, traffic congestion, noise, and trash. The current inventory for the proposed Haight Street Neighborhood Commercial District includes about 50 eating and drinking establishments comprising approximately 28% of the total commercially-used linear frontage.

Haight Street has a number of uses in addition to eating and drinking establishments which encourage people to use the district in the evening hours. These include a movie theater, a bowling alley, at least four dance halls, five places of entertainment and one cabaret. About 22 offices are located in the commercial district. Nonresidential upper story uses include 11 offices and three retail uses. Numerous housing units establish the district's mixed residential-commercial character. The Haight Street district has about 368 dwelling units, of which over 95% are on the upper stories. These amount to a considerable number of rental housing units in a location convenient to shopping and public transit.

Transportation. The pedestrian-oriented continuous retail frontage of Haight Street is vital to the success of the commercial district. The street's retail activity is continuous up to the western end of the district, where there are two accessory commercial parking lots with 99 patron-only spaces and one public parking lot with 17 spaces. The Haight Street district has a total of 281 on-street parking spaces, of which 163 are metered, 89 are unmetered, and 29 are in green, yellow and white zones. The existing mixed-use buildings on Haight Street do not provide any appreciable off-street parking for the residential units. The City Planning Department's 1985 Neighborhood Traffic Study indicates that, although tight, on-street parking in the Haight Street district is adequate by neighborhood commercial standards, particularly when coupled with off-street spaces. Some illegal parking occurs, interfering with traffic and transit circulation, though circulation through the area is generally satisfactory. Nearby Oak and Fell Streets handle much of the east-west through traffic from the downtown to Golden Gate Park and the Richmond and Sunset districts. Haight Street serves as a secondary arterial, but is frequently congested due to vehicles looking for parking spaces and the presence of several bus lines. The 7-Haight, 6-Parnassus, 66L-Quintara, and 71-Noriega serve Haight Street to and from downtown. The 7-Haight terminates at Golden Gate Park while the other three continue to the Sunset District. The 37-Corbett provides neighborhood service linking Haight Street with the Buena Vista, Duboce Triangle, Upper Market, Castro, and Twin Peaks areas. The 43-Masonic provides crosstown service between Presidio Heights and Crocker-Amazon via West of Twin Peaks, Forest Hills, and Balboa Park areas, also linking University of San Francisco, UC San Francisco, and City College. The 33-Ashbury connects Haight Street with the Upper Market, Castro, Mission, and Potrero neighborhoods.

TABLE III-36 HAIGHT

SEC. 719.
HAIGHT STREET NEIGHBORHOOD COMMERCIAL DISTRICT
ZONING CONTROL TABLE

No.	Zoning Category	§ References	SEC. 719. Haight Street Controls
	BUILDING STANDARDS		
.10	Height and Bulk	§§ 102.11,105, 106,250-252,260, 270,271	40-X
.11	Lot Size *[Per Development]*	§§ 790.56,121.1	P up to 4999 sq.ft., C 5000 sq.ft. & above § 121.1
.12	Rear Yard	§§ 130,134,136	Required at grade level and above § 134(a)(e)
.13	Street Frontage		Required § 145.1
.14	Awning	§ 790.20	P § 136.1(a)
.15	Canopy	§ 790.26	P § 136.1(b)
.16	Marquee	§ 790.58	P § 136.1(c)
.17	Street Trees		Required § 143
	COMMERCIAL AND INSTITUTIONAL STANDARDS AND USES		
.20	Floor Area Ratio	§§ 102.8,102.10, 123	1.5 to 1 § 124(a)(b)
.21	Use Size *[Non-Residential]*	§ 790.130	P up to 2499 sq.ft., C 2500 sq.ft. & above § 121.2
.22	Off-Street Parking, Commercial and Institutional	§§ 150,153-157, 159-160,204.5	Generally, none required if occupied floor area is less than 5000 sq.ft. §§ 151,161(g)
.23	Off-Street Freight Loading	§§ 150,153-155 204.5	Generally, none required if gross floor area is less than 10,000 sq.ft. §§ 152,161(b)
.24	Outdoor Activity Area	§ 790.70	P in front; C elsewhere § 145.2(a)
.25	Drive-Up Facility	§ 790.30	
.26	Walk-Up Facility	§ 790.140	P if recessed 3 ft.; C otherwise § 145.2(b)
.27	Hours of Operation	§ 790.48	P: 6 a.m. - 2 a.m. C: 2 a.m. - 6 a.m.
.30	General Advertising Sign	§§ 262,602-604, 608.1-.10,609	
.31	Business Sign	§§ 262,602-604, 609.1-.10,609	P § 607.1(f)2
.32	Other Signs	§§ 262,602-604, 608.1, 608.2	P § 607.1(c)(d)(g)

No.	Zoning Category	§ 790.118	Controls by Story 1st	2nd	3rd +
.38	Residential Conversion	§ 790.84	P		
.39	Residential Demolition	§ 790.86	C	C	C
	Retail Sales and Services				
.40	Other Retail Sales and Services *[Not Listed Below]*	§ 790.102	P	C	
.41	Bar	§ 790.22			
.42	Full-Service Restaurant	§ 790.92			
.43	Small Fast Food Restaurant	§ 790.90			
.44	Large Fast Food Restaurant	§ 790.91			
.45	Take-Out Food	§ 790.122			
.45	Movie Theater	§ 790.64	P		
.47	Adult Entertainment	§ 790.36			
.48	Other Entertainment	§ 790.38	C		
.49	Financial Service	§ 790.110	P		
.50	Limited Financial Service	§ 790.112	P		
.51	Medical Service	§ 790.114		C	
.52	Personal Service	§ 790.116	P	C	
.53	Business or Professional Service	§ 790.108	P	C	
.54	Massage Establishment	§ 790.60 § 2700 Police Code	C		
.55	Tourist Hotel	§ 790.46	C	C	
.56	Automobile Parking	§§ 790.8,156,160	C	C	C

No.	Zoning Category	§ References	SEC. 719 Haight Street Controls by Story 1st	2nd	3rd +
.57	Automotive Gas Station	§ 790.14			
.58	Automotive Service Station	§ 790.17			
.59	Automotive Repair	§ 790.15	C		
.60	Automotive Wash	§ 790.18			
.61	Automobile Sale or Rental	§ 790.12			
.62	Animal Hospital	§ 790.6	C		
.63	Ambulance Service	§ 790.2			
.64	Mortuary	§ 790.62			
.65	Trade Shop	§ 790.124	P		
.66	Storage	§ 790.117			
	Institutions and Non-Retail Sales and Services				
.70	Administrative Service	§ 790.106			
.80	Hospital or Medical Center	§ 790.44			
.81	Other Institutions	§ 790.50	P	C	C
.82	Public Use	§ 790.80	C	C	C
	RESIDENTIAL STANDARDS AND USES				
.90	Residential Use	§ 790.88	P	P	P
.91	Residential Density, Dwelling Units	§§ 207,207.1, 790.88(a)	Generally, 1 unit per 600 sq.ft. lot area § 207.4		
.92	Residential Density, Group Housing	§§ 207.1,790.88(b)	Generally, 1 bedroom per 210 sq.ft. lot area § 208		
.93	Usable Open Space *[Per Residential Unit]*	§§ 135,136	Generally, either 80 sq.ft. if private, or 100 sq.ft. if common § 135(d)		
.94	Off-Street Parking, Residential	§§ 150,153-157, 159-160,204.5	Generally, 1 space per unit §§ 151,161(a)(g)		
.95	Community Residential Parking	§ 790.10	C	C	C

2. Existing and Proposed Controls

Existing Controls. The Haight Street district is permanently zoned C-2 except for Stanyan Street between Waller and Beulah, which is zoned RC-1. Under C-2 zoning, a wide range of commercial uses is permitted, generally on three stories. Commercial floor area ratio is 3.6 to 1. Off-street parking requirement for general retail and office uses is one space for each 500 square feet of occupied floor area over 5,000 sq. ft., up to 20,000 sq. ft.; one space for each 250 sq. ft. over 20,000 sq. ft. Residential density in C-2 and RC-1 districts is that of the nearest R district (minimum one unit for each 800 sq. ft. of lot area). Residential off-street parking requirement is one space per unit. Refer to Table II-1 in Chapter II for a summary of C-2 and RC-1 requirements. Problems caused by proliferation of eating and drinking places, upper story commercial conversions and drive-up uses, led to establishment of a Special Use District for Haight Street in 1980. Interim neighborhood commercial controls for the district, which anticipated the permanent controls now proposed, were imposed in 1985.

Proposed Controls. The proposed Haight Street district zoning (summarized in Table III-36, previous page) would permit new commercial uses on the ground story, would require conditional use authorization for new commercial uses on the second story, and would prohibit them on the third story and above. Commercial floor area ratio would be 1.5 to 1. Existing upper-story residential uses would be preserved by prohibiting their conversions to commercial use. To maintain convenience stores and protect adjacent residential livability, no new eating and drinking establishments would be permitted. In order to maintain the street's active retail frontage, automobile uses would generally be prohibited. Conditional use review would be required for all new development proposals on lots greater than 5,000 square feet and for proposed new commercial uses greater than 2500 square feet with the intention of preserving the district's existing moderate scale and mix of uses. The proposed residential density standard would be that of the nearest R district, minimum one unit for every 600 sq. ft. of lot area (1:600).

TABLE III–37
ESTIMATES OF 10–YEAR DEVELOPMENT POTENTIAL, HAIGHT STREET NEIGHBORHOOD COMMERCIAL DISTRICT

[All Figures are in Gross Square Feet Except Residential Units (Shown in Parentheses)]

	– 1 – Eating/ Drinking	– 2 – Retail	– 3 – Office	– 4 – Total 1–3	– 5 – Other[1]	– 6 – Vacant[2]	– 7 – Total Non-Residential	– 8 – Residential Sq.Ft.	(Units)	– 9 – Total Sq.Ft.
Existing Land Use:	101,300	262,100	36,400	399,800	60,000	9,100	468,900	308,500	(279)	777,400
Under Existing Zoning:										
New Construction[3]	+4,400	+18,800	+2,500	+25,600	–15,000	–2,500	+8,100	+30,500	(+37)	+38,600
Conversions of Use	+11,500	-6,100	0	+5,400	-3,900	0	+1,500	–1,500	(–1)	0
Total Change	**+15,900**	**+12,700**	**+2,500**	**+31,000**	**-18,900**	**-2,500**	**+9,600**	**+29,000**	**(+36)**	**+38,600**
Potential Land Use	117,200	274,800	38,900	430,800	41,100	6,600	478,500	337,500	(315)	816,000
% Change-Land Use	+16%	+5%	+7%	+8%	-32%	–27%	+2%	+9%	+13%	+5%
Under Proposed Zoning:										
New Construction[3]	0	+23,100	+1,900	+25,000	–15,000	–2,500	+7,500	+27,200	(+33)	+34,700
Conversions of Use	0	+5,400	0	+5,400	-3,900	0	+1,500	-1,500	(- 1)	0
Total Change	**0**	**+28,500**	**+1,900**	**+30,400**	**-18,900**	**-2,500**	**+9,000**	**+25,700**	**(+32)**	**+34,700**
Potential Land Use	101,300	290,600	38,300	430,200	41,100	6,600	477,900	334,200	(311)	812,100
% Change-Land Use	0%	+11%	+5%	+8%	-32%	–27%	+2%	+8%	+11%	+4%

NOTES: [1] Other = Non–Intensive Retail such as Paved Parking Lots, Non–Accessory Storage, etc.; Auto Garages and Service Stations; and Institutional Uses such as Churches, Schools, and Hospitals.

[2] Vacant = Vacant Lots and Vacant Commercial Spaces.

[3] New Construction = Construction and Demolition.

Square footage totals in rows and columns do not balance due to changes in building envelopes on lots, area taken up by rounding, and other factors.

All land use estimates are approximate.

3. Impacts

Soft site estimates and analysis for Haight Street are summarized in Table III-37 (previous page), which indicates some new construction and adaptive reuse of underutilized buildings. Development patterns resulting under proposed zoning controls differ from those which could result under existing zoning. A comparison of the net total square footage figures under the existing zoning and the proposed zoning suggest the following:

- Proposed zoning could allow about the same amount of total new commercial development than could be expected under existing zoning (30,400 square feet vs. 31,000 square feet)

- Proposed zoning could permit slightly less new office space development than could occur under existing zoning (1900 vs. 2500 square feet).

- The number of net new dwelling units which could be built under existing controls is slightly greater than the amount that could be expected under proposed zoning (36 vs. 32 units)

- Proposed controls would allow no (zero) new space occupied by eating and drinking establishments, whereas under existing zoning about 15,900 square feet occupied by such uses could be expected.

- Because proposed zoning prohibits new eating and drinking uses, thus freeing up commercial space for other retail uses, the predicted square footage of additional retail space under proposed zoning could be considerably greater than that under existing zoning (28,500 square feet under proposed vs. 12,700 square feet under existing zoning).

Overall commercial development would occur incrementally over the ten-year time frame at about the same rate under existing zoning or proposed zoning controls. The primary difference would be the shift from eating and drinking places which could be expected under existing zoning toward other retail uses expected under proposed zoning.

Transportation. Table III-38 presents projected new peak period trip ends by mode, based on the development potential estimates calculated for the Haight Street District.

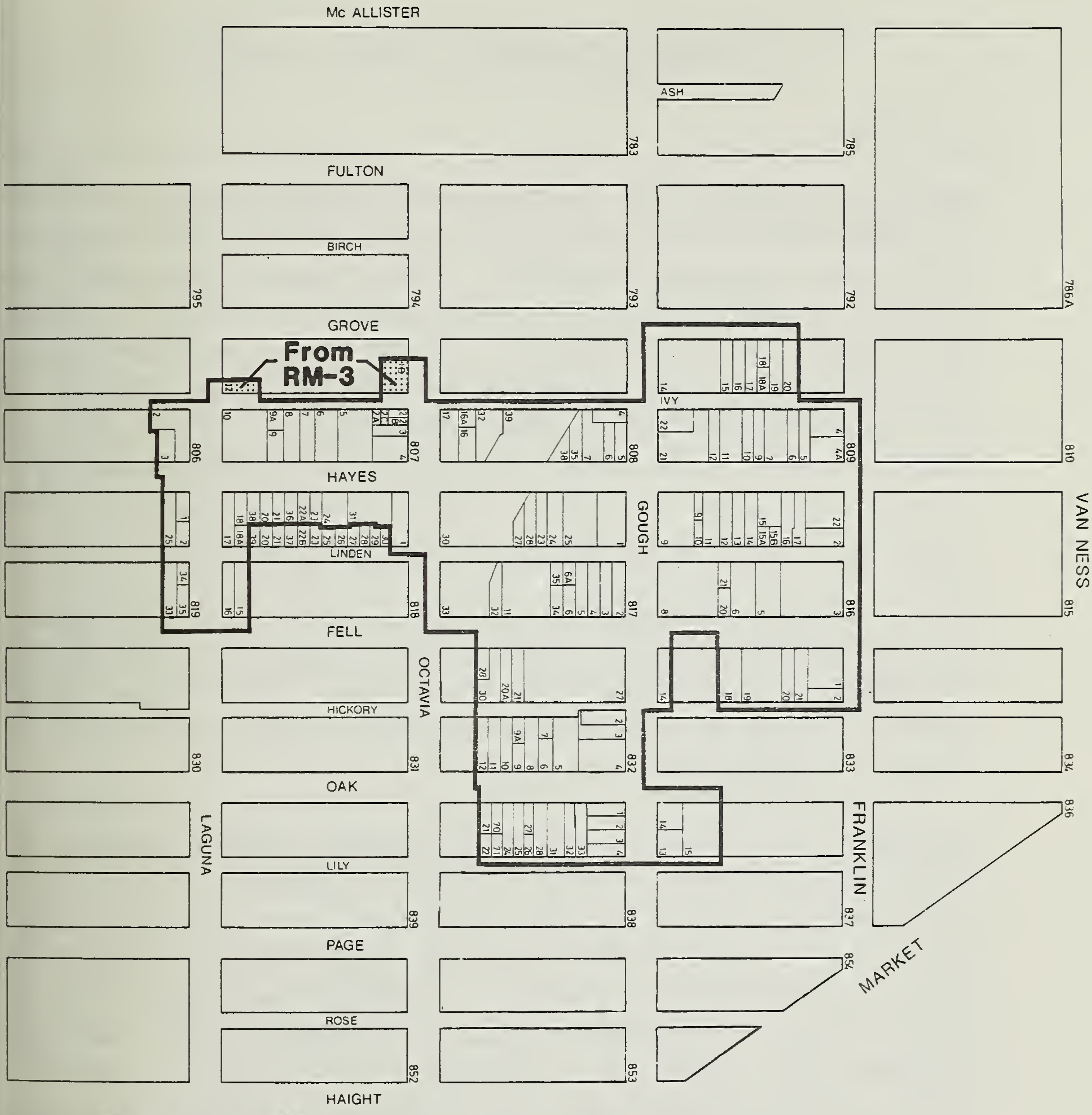
TABLE III-38
HAIGHT STREET DISTRICT
PROJECTED NEW PEAK PERIOD* TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	89 Vehicle Trip Ends	17 Vehicle Trip Ends
MUNI:	81 MUNI Trip Ends	15 MUNI Trip Ends
Walk:	459 Walking Trip Ends	87 Walking Trip Ends
New Parking Demand:	15 Spaces	3 Spaces

*Peak Period for Haight Street is Saturday afternoon, 1:00 - 4:00 p.m.

Proposed controls would allow additional commercial development, which would lead to a negligible increase in the on-street parking shortage. The increase would be considerably less than that which would be expected to occur under existing controls, because the proposed controls would prohibit new eating and drinking uses, which generate proportionately greater numbers of trips. Furthermore, the proposed zoning's restrictions on types of uses which tend to attract automobile trips, such as automobile-serving and drive-up businesses, would tend to hold down the number of such trips. Because one of the soft sites for which new development was estimated contains a parking lot, about 17 existing off-street spaces would be lost under assumptions of the analysis. However, about 18 off-street spaces would be provided by new development under Planning Code accessory parking requirements. The net new housing units would add a negligible number of trips during commercial peak periods, and would not add measurably to the on-street parking shortage because of required off-street parking (one space per unit). The increment of parking demand over the next 10 years should not be discernible to residents and users of the area. The small additional number of vehicle trips, spread over a three-hour peak period, would not perceptibly increase traffic congestion or interference with transit operations. The small number of additional MUNI trips, spread over the three-hour peak period and a number of transit lines, would not cause line capacities to be exceeded. Therefore it is concluded that the additional increment of traffic, parking demand, and transit ridership will not be significant with the proposed project.

Existing parking problems could be mitigated by present and foreseeable measures which will tend to improve the parking situation. Refer to the Mitigation section of this report (pages V-7 to V-12) for a discussion of general measures to improve parking in neighborhood commercial districts.



HAYES-GOUGH
PROPOSED ZONING

Figure 37

——— **NCD BOUNDARY**

▒ **ADDITIONS**

0 50 100

Except as noted, EXISTING ZONING is C-2

HAYES-GOUGH NEIGHBORHOOD COMMERCIAL DISTRICT

1. Setting

Location and Physical Scale. The Hayes-Gough neighborhood commercial district is located near the Civic Center, lying west of Franklin Street and east of Laguna Street, extending irregularly from Grove Street on the north to Lily Street on the south. Refer to the Hayes-Gough NCD Map, Figure 37, previous page. Almost 80% of the buildings in the district are two- to three-story structures, although eight percent are four or more stories in height. The buildings are generally more massive than those in other neighborhood commercial areas, because of double frontages created by alleys bisecting the blocks and the larger lot widths. Over 75% of the lots measure over 2500 square feet in area with an average lot size of 4600 square feet.

Many lots in the Hayes-Gough district are developed below their potential building envelope allowed by current zoning. Businesses occupy large and underutilized parcels. They include three vacant lots, five gas and auto repair facilities, four public parking lots, five light manufacturing and wholesaling uses and three storage facilities.

Land Use. The Hayes-Gough neighborhood commercial district functions as a mixed residential-commercial area. This district contains a limited range of retail commercial activity, providing comparison goods that attract clientele from a wider area outside its neighborhood, mostly from the Performing Arts and Civic Center workers and visitors. In addition, some neighborhood-serving retail uses provide convenience goods and services to the immediately surrounding area. About 45% of the district's retail uses are devoted to eating and drinking establishments and art galleries. The retail activity is mainly concentrated on the more or less continuous Hayes Street frontage, with a small retail pocket located on Gough Street between Hickory and Lily Streets. A relatively high number of the retail storefronts are vacant. With the exception of restaurants and art galleries, the number of uses in any one of the other types of retail activities is not significant. Both neighborhood-serving and non-neighborhood serving office uses are spread out, detracting from the district's mixed retail character. The area lacks concentrated pedestrian interest and vitality, as only about one-half of its ground floor frontage is devoted to retail sales uses.

The Hayes-Gough neighborhood has experienced numerous conversions of housing to offices and other commercial uses in recent years. Between 1979 and 1984, at least 200 housing units were approved for conversion and/or demolition in the Hayes-Gough commercial area. Moratorium and special use district controls, introduced earlier in response to concerns raised by residents about gradual removal of the affordable housing stock, have restricted conversions in the Hayes-Gough commercial area with the conditional use review process. The area identified as the Hayes-Gough neighborhood commercial district presently contains about 775 dwelling units, about 80% of which are located in the upper stories.

Office space constitutes a large portion of commercial uses in the district, and the pressure to convert or demolish housing, retail, parking, and other uses to office uses has continued. Of nearly 140 non-residential uses in the district, one-third are offices. Law offices, located mostly between Grove and Fell Streets, comprise about one-quarter of the total number of offices.

Transportation. The transportation systems for the Hayes-Gough district are defined by Gough Street, which functions as a major vehicular thoroughfare and forms a one-way (southbound) couplet with Franklin Street (northbound) just east of the district, and Hayes Street, which carries the 21-Hayes buses from Market Street and the downtown area. Although the district is located near major off-ramps from the freeway (U.S. 101), the street configuration and lack of direct access off-ramps makes it difficult for cars to find the Hayes-Gough district. Since most of the major streets in the district are one-way and are interrupted by traffic lights, the district is not widely traveled, except for Franklin and Gough Streets, which experience peak commute period (7-9 a.m., 4-6 p.m.) congestion. Currently the district experiences no major parking or transit problems. On-street parking is tight; area residents compete with workers and users of the Civic Center area as well as businesses for spaces. However, off-street parking is plentiful and rarely used to capacity. The relative proximity of the district to major transit lines (surface and underground - including the Civic Center and Van Ness MUNI Metro stations,

TABLE III-39 HAYES-GOUGH

SEC. 720.
HAYES-GOUGH NEIGHBORHOOD COMMERCIAL DISTRICT
ZONING CONTROL TABLE

No.	Zoning Category	§ References	SEC. 720. Hayes-Gough Controls
BUILDING STANDARDS			
.10	Height and Bulk	§§ 102.11.105. 106.250-252.260. 270.271	50-X. 65-A See Zoning Map
.11	Lot Size *[Per Development]*	§§ 790.56.121.1	P up to 9999 sq.ft., C 10,000 sq.ft. & above § 121.1
.12	Rear Yard	§§ 130,134,136	Required at residential levels only § 134(a)(e)
.13	Street Frontage		Required § 145.1
.14	Awning	§ 790.20	P § 136.1(a)
.15	Canopy	§ 790.26	P § 136.1(b)
.16	Marquee	§ 790.58	P § 136.1(c)
.17	Street Trees		Required § 143
COMMERCIAL AND INSTITUTIONAL STANDARDS AND USES			
.20	Floor Area Ratio	§§ 102.8,102.10, 123	2.5 to 1 § 124(a)(b)
.21	Use Size *[Non-Residential]*	§ 790.130	P up to 2999 sq.ft., C 3000 sq.ft. & above § 121.2
.22	Off-Street Parking, Commercial and Institutional	§§ 150.153-157. 159-160.204.5	Generally, none required if occupied floor area is less than 5000 sq.ft. §§ 151,161(g)
.23	Off-Street Freight Loading	§§ 150.153-155 204.5	Generally, none required if gross floor area is less than 10,000 sq.ft. §§ 152,161(b)
.24	Outdoor Activity Area	§ 790.70	P in front; C elsewhere § 145.2(a)
.25	Drive-Up Facility	§ 790.30	
.26	Walk-Up Facility	§ 790.140	P if recessed 3 ft.; C otherwise § 145.2(b)
.27	Hours of Operation	§ 790.48	P: 6 a.m. - 2 a.m. C: 2 a.m. - 6 a.m.
.30	General Advertising Sign	§§ 262,602-604, 608.1-.10,609	
.31	Business Sign	§§ 262,602-604, 608.1-.10,609	P § 607.1(f)2
.32	Other Signs	§§ 262,602-604, 608.1-.10,609	P § 607.1(c)(d)(g)

No.	Zoning Category	§ 790.118	Controls by Story 1st	2nd	3rd +
.38	Residential Conversion	§ 790.84	P	C	
.39	Residential Demolition	§ 790.86	C	C	C
Retail Sales and Services					
.40	Other Retail Sales and Services *[Not Listed Below]*	§ 790.102	P	P	
.41	Bar	§ 790.22	P		
.42	Full-Service Restaurant	§ 790.92	P		
.43	Small Fast Food Restaurant	§ 790.90	P		
.44	Large Fast Food Restaurant	§ 790.91	C		
.45	Take-Out Food	§ 790.122	C		
.46	Movie Theater	§ 790.64	P		
.47	Adult Entertainment	§ 790.36			
.48	Other Entertainment	§ 790.38	C		
.49	Financial Service	§ 790.110	P		
.50	Limited Financial Service	§ 790.112	P		
.51	Medical Service	§ 790.114	C	P	C
.52	Personal Service	§ 790.116	P	P	C
.53	Business or Professional Service	§ 790.108	C	P	C
.54	Massage Establishment	§ 790.60 § 2700 Police Code	C		
.55	Tourist Hotel	§ 790.46	C	C	C
.56	Automobile Parking	§§ 790.8.156.160	C	C	C

No.	Zoning Category	§ References	SEC. 720. Hayes-Gough Controls by Story 1st	2nd	3rd +
.57	Automotive Gas Station	§ 790.14			
.58	Automotive Service Station	§ 790.17			
.59	Automotive Repair	§ 790.15			
.60	Automotive Wash	§ 790.18			
.61	Automobile Sale or Rental	§ 790.12			
.62	Animal Hospital	§ 790.6	C		
.63	Ambulance Service	§ 790.2			
.64	Mortuary	§ 790.62			
.65	Trade Shop	§ 790.124	P	C	
.66	Storage	§ 790.117			
Institutions and Non-Retail Sales and Services					
.70	Administrative Service	§ 790.106			
.80	Hospital or Medical Center	§ 790.44			
.81	Other Institutions	§ 790.50	P	C	C
.82	Public Use	§ 790.80	C	C	C
RESIDENTIAL STANDARDS AND USES					
.90	Residential Use	§ 790.88	P	P	P
.91	Residential Density, Dwelling Units	§§ 207.207.1, 790.88(a)	Generally, 1 unit per 400 sq.ft. lot area § 207.4		
.92	Residential Density, Group Housing	§§ 207.1.790.88(b)	Generally, 1 bedroom per 140 sq.ft. lot area § 208		
.93	Usable Open Space *[Per Residential Unit]*	§§ 135,136	Generally, either 60 sq.ft. if private, or 80 sq.ft. if common § 135(d)		
.94	Off-Street Parking, Residential	§§ 150.153-157, 159-160.204.5	Generally, 1 space per unit §§ 151,161(a)(g)		
.95	Community Residential Parking	§ 790.10	C	C	C

three Van Ness bus lines (42-Downtown Loop, 47-Van Ness/Potrero, and 49-Van Ness/Mission), the 5-Fulton, and several Golden Gate transit lines) running in and through the Civic Center area eases the transit access problems. The district generally lacks pedestrian vitality, with Hayes Street attracting more pedestrians than the wider, heavily trafficked Gough Street.

2. Existing and Proposed Controls

Existing Controls. Under existing permanent C-2 zoning, a wide range of commercial uses is permitted in the Hayes-Gough district, generally on three stories. Commercial floor area ratio is 3.6 to 1. Off-street parking requirement for general retail and office uses is one space for each 500 square feet of occupied floor area over 5,000 sq. ft., up to 20,000 sq. ft.; one space for each 250 sq. ft. over 20,000 sq. ft. Residential density in C-2 districts is that of the nearest R district (minimum one unit for each 800 sq. ft. of lot area). Residential off-street parking requirement is one space per unit. Height and Bulk Districts are predominately 80-B and 80-E in the westerly portion of the district and 130-E in the easterly portion. Refer to Table II-1 in Chapter II for a summary of C-2 requirements. Pressure to convert residential units and retail uses to offices led to establishment of a permanent Housing Conservation Special Use District for Hayes-Gough, which requires conditional use authorization for all residential conversions. In 1985 neighborhood commercial interim controls, which anticipated the permanent controls now proposed, were put into effect.

Proposed Controls. Refer to Table III-39, previous page, for a summary of proposed zoning controls for the Hayes-Gough district. The district is designed to allow for growth and expansion that is compatible with the existing building and use scale and residences. At the same time, it is not intended that new development reduce significantly the available affordable housing stock. Commercial uses would be permitted to occupy the first two stories and reviewed as conditional uses above the second story. Commercial floor area ratio would be 2.5 to 1. Opportunities for upper-story residential development are promoted within the general building and commercial envelope standards by permitting residential densities equal to those of the nearest R district, minimum one dwelling unit per 400 square feet of lot area. Existing residential units are monitored by conditional use review for all second-story conversions; conversions at the third story and above would be prohibited. Height limits would be reduced to 50-X, 65-A, and 80-A to protect existing dwelling units and discourage larger-scale office development.

3. Impacts

Soft site estimates and analysis for the Hayes-Gough district are summarized in Table III-40 (next page), which shows some new construction on vacant lots and some conversion of housing to retail and office space. A comparison of the net total square footage figures under the existing zoning and the proposed zoning suggest the following:

- Proposed zoning could allow slightly more than one-quarter of the new office space development than could be expected under existing zoning (39,400 square feet vs. 140,800 square feet)
- Proposed zoning could permit slightly more eating/drinking and general retail space than existing zoning. This is because the lesser amount of overall commercial space under proposed zoning would require less parking, thus freeing up more ground floor space which would otherwise have been needed for parking for retail use instead.
- Proposed zoning could lead to construction of 105 new dwelling units versus zero under existing zoning.

Overall commercial development would occur incrementally over the ten-year time frame at about one-half the rate under proposed zoning as under existing zoning controls.

TABLE III–40
ESTIMATES OF 10–YEAR DEVELOPMENT POTENTIAL, HAYES–GOUGH NEIGHBORHOOD COMMERCIAL DISTRICT

[All Figures are in Gross Square Feet Except Residential Units (Shown in Parentheses)]

	– 1 – Eating/ Drinking	– 2 – Retail	– 3 – Office	– 4 – Total 1–3	– 5 – Other¹	– 6 – Vacant²	– 7 – Total Non–Residential	– 8 – Residential Sq.Ft. (Units)		– 9 – Total Sq.Ft.
Existing Land Use:	25,900	178,400	148,800	352,100	123,700	37,500	513,300	501,500	(761)	1,014,800
Under Existing Zoning:										
New Construction³	+2,200	+20,200	+115,200	+137,700	–56,700	0	+81,000	0	(0)	+81,000
Conversions of Use	+900	+7,800	+25,600	+34,300	–14,400	0	+19,900	–19,900	(–17)	0
Total Change	+3,100	+28,000	+140,800	172,000	–71,100	0	+100,900	–19,900	(–17)	+81,000
Potential Land Use	29,000	206,400	289,600	524,100	52,600	37,500	614,200	481,600	(744)	1,095,800
% Change–Land Use	+12%	+16%	+95%	+49%	–57%	0%	+20%	–4%	–2%	+8%
Under Proposed Zoning:										
New Construction³	+3,100	+27,900	+33,100	+64,100	–56,700	0	+7,400	+85,900	(+105)	+93,300
Conversions of Use	+600	+5,400	+6,300	+12,300	–9,400	0	+2,900	–2,900	(–3)	0
Total Change	+3,700	+33,300	+39,400	+76,400	–66,100	0	+10,300	+83,000	(+102)	+93,300
Potential Land Use	29,600	211,700	188,200	428,500	57,600	37,500	523,600	584,500	(863)	1,108,100
% Change–Land Use	+14%	+19%	+26%	+22%	–53%	0%	+2%	+17%	+13%	+9%

NOTES: [1] Other = Non–Intensive Retail such as Paved Parking Lots, Non–Accessory Storage, etc.; Auto Garages and Service Stations; and Institutional Uses such as Churches, Schools, and Hospitals.

[2] Vacant = Vacant Lots and Vacant Commercial Spaces.

[3] New Construction = Construction and Demolition.

Square footage totals in rows and columns do not balance due to changes in building envelopes on lots, area taken up by rounding, and other factors.

All land use estimates are approximate.

Transportation. Table III-41 presents projected new peak period trip ends by mode, based on the development potential estimates calculated for the district.

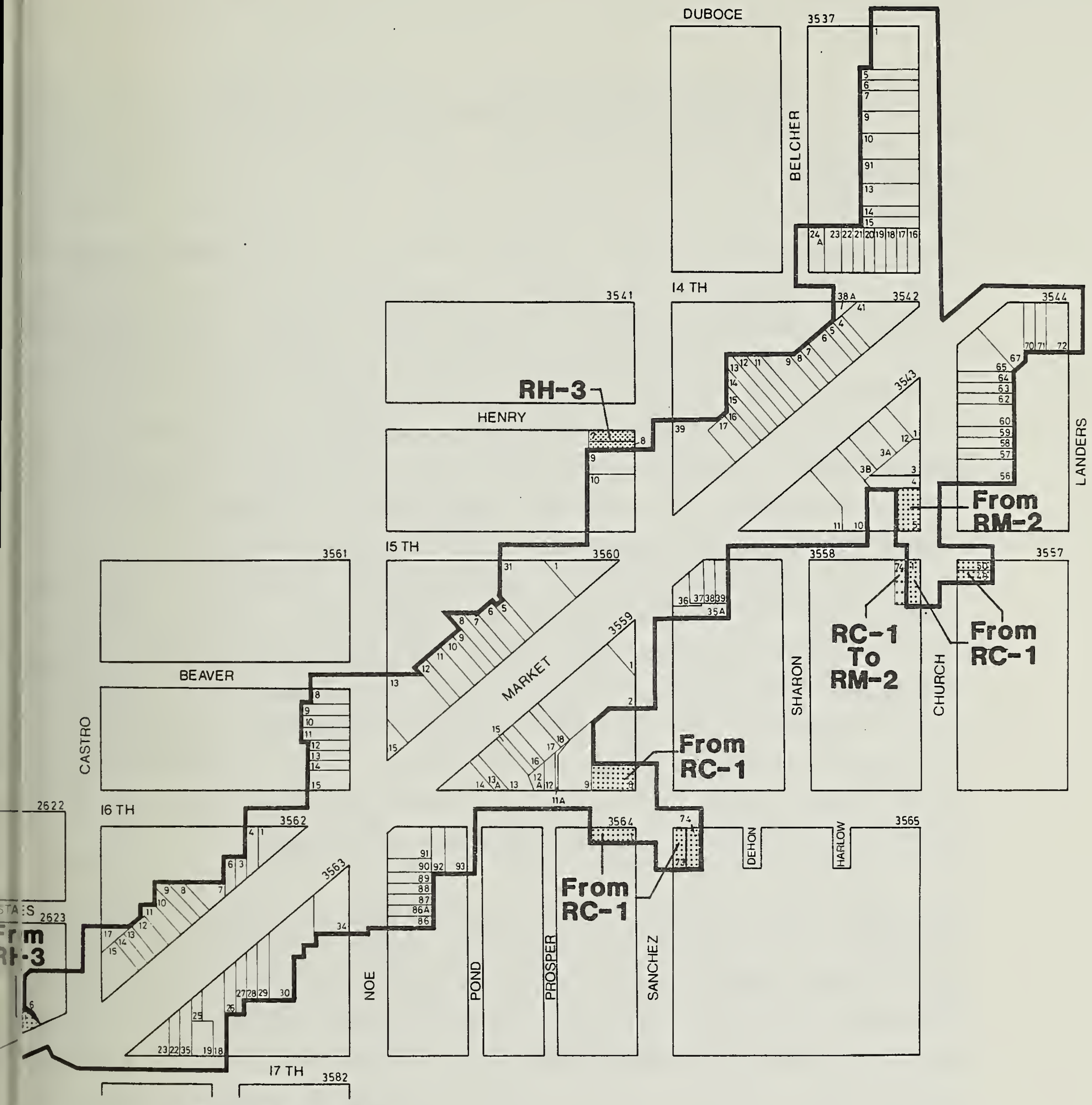
TABLE III-41
HAYES-GOUGH DISTRICT
PROJECTED NEW PEAK PERIOD* TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	48 Vehicle Trip Ends	39 Vehicle Trip Ends
MUNI:	169 MUNI Trip Ends	139 MUNI Trip Ends
Walk:	156 Walking Trip Ends	129 Walking Trip Ends
New Parking Demand:	8 Spaces	7 Spaces

*Peak Period for Hayes-Gough is weekday afternoons, 1:00 - 4:00 p.m.

Proposed controls would allow additional commercial development, which would lead to an increase in the on-street parking demand. Ample off-street parking is available to accommodate the increased demand. The net new housing units would add a negligible number of trips during commercial peak periods, and would not add measurably to the on-street parking shortage because of required off-street parking (one space per unit). Because some of the soft sites for which new development was estimated contain parking, about 220 existing off-street spaces would be lost under assumptions of the analysis. However, 223 off-street spaces would be provided by new development under existing zoning and 212 spaces under proposed zoning due to Planning Code accessory parking requirements. The increment of parking demand over the next 10 years should not be discernible to residents and users of the area. The small additional number of vehicle trips, spread over a three-hour peak period, would not perceptibly increase traffic congestion or interference with transit operations. The small number of additional MUNI trips, spread over the three-hour peak period and a number of transit lines, would not cause line capacities to be exceeded. Therefore it is concluded that the additional increment of traffic, parking demand, and transit ridership will not be significant with the proposed project.

Existing parking problems could be mitigated by present and foreseeable measures which will tend to improve the parking situation. Refer to the Mitigation section of this report (pages V-7 to V-12) for a discussion of general measures applicable to all neighborhood commercial districts to improve parking.



UPPER MARKET

PROPOSED ZONING

Figure 38

━ NCD BOUNDARY

⋯ ADDITIONS TO NCD AND UPPER MARKET SPECIAL SIGN DISTRICT

▒ DELETIONS

⁚ OTHER CHANGES

0 50 100

Except as noted, EXISTING ZONING is C-2 with UPPER MARKET SPECIAL SIGN DISTRICT

UPPER MARKET NEIGHBORHOOD COMMERCIAL DISTRICT

1. Setting

Location and Physical Scale. The Upper Market Street neighborhood commercia district is situated at the border of Eureka Valley, Buena Vista, and Duboc Triangle neighborhoods (Refer to the Upper Market NCD Map, Figure 38, previou page). The district extends three long blocks along Market Street from Churc to Castro Streets, in addition to several adjacent blocks and lots on th cross streets, particularly Church and Noe. Because of its width (120 feet) Market Street serves as the physical boundary for several neighborhoods an belongs exclusively to none. Its approximately 130 buildings are almos evenly distributed among one-, two-, and three-story structures. In additio there are a number of vacant and large triangular lots, most of which excee 8,000 square feet. Many lots in the district and especially these larg corner lots are developed below their potential zoning building envelope Businesses on these lots, including a motel, several large auto-oriente retail stores, and five gasoline stations, could be redeveloped due t increased development pressures in the district. Most buildings along Uppe Market Street occupy their irregularly shaped rear yards; 60% have no rea yards or one which measures less than 25% of the lot depth.

Land Use. Much of Upper Market Street's commercial activity has become continuation of similar uses in the Castro Street district. Upper Market is multipurpose commercial district that provides limited convenience goods t its several bordering neighborhoods but primarily serves as a specialt shopping street for a broader trade area. Neighborhood-serving groceries an retail stores account for only a small percentage of ground floor uses. Th location and configuration of the district favors commercial uses which serv a wider trade area. Retail activity is moderate (heavier near Castro and o Church), lining the ground stories and, in some cases, upper stories. Mos prevalent are business, professional, and medical services which account fo about 40% of all commercial uses. Many offices occupy converted ground- an upper-story commercial and residential space. The district also accommodate about 40 eating and drinking establishments, serving both a local and citywid clientele.

Upper Market Street contains several large residential buildings as well as smaller mixed-use frame structures. The district contains over 300 upper story housing units. Between 1979 and 1985, over a dozen apartments were converted to commercial uses. However, dwellings still account for about 85% of all upper story uses.

Transportation. The Upper Market Street District has 148 metered and 158 unmetered parking spaces, plus 49 spaces in white, yellow, and green zones and 77 off-street spaces. On-street parking is very difficult to find during peak daytime shopping and nighttime entertainment hours. The City Planning Department's 1986 Neighborhood Parking Plan ranks the Castro-Upper Market area as the neighborhood commercial district with the seventh worst parking problem in the city. Many cars park in nearby residential areas. The width of the street seems to encourage double parking, especially toward the Castro Street end of the district. Upper Market is one of San Francisco's major arterial streets, connecting downtown with Eureka Valley and continuing via Portola Drive over the Twin Peaks area. Although traffic volumes are heavy, they are not as intense as some other arterial streets such as Van Ness Avenue or Oak and Fell Streets.

The district has some of the city's best transit access to a neighborhood commercial area. The K-Ingleside, L-Taraval, and M-Oceanview streetcar lines run under the street as MUNI Metro and stop at Church and Castro Street stations. The J-Church streetcar line provides surface service on Church near Market. The 8-Market bus connects the Castro Street district with downtown. The 22-Fillmore, 24-Divisadero, 35-Eureka, and 37-Corbett all run through the district. Most areas of the city can be reached from these various lines.

2. Existing and Proposed Controls

Existing Controls. Under existing permanent C-2 zoning, a wide range of commercial uses is permitted in the Upper Market district, generally on three stories. Commercial floor area ratio is 3.6 to 1. Off-street parking requirement for general retail and office uses is one space for each 500 square feet of occupied floor area over 5,000 sq. ft., up to 20,000 sq. ft.; one space for each 250 sq. ft. over 20,000 sq. ft. Residential density in C-2

TABLE III-43 UPPER MARKET

SEC. 721.
UPPER MARKET STREET NEIGHBORHOOD COMMERCIAL DISTRICT ZONING CONTROL TABLE

No.	Zoning Category	§ References	SEC. 721. Upper Market Street Controls
BUILDING STANDARDS			
.10	Height and Bulk	§§ 102.11,105. 106,250-252,260. 270,271	40-X, 50-X, 65-B, 80-B See Zoning Map
.11	Lot Size *[Per Development]*	§§ 790.56,121.1	P up to 9999 sq.ft., C 10,000 sq.ft. & above § 121.1
.12	Rear Yard	§§ 130,134,136	Required at residential levels only § 134(a)(e)
.13	Street Frontage		Required § 145.1
.14	Awning	§ 790.20	P § 136.1(a)
.15	Canopy	§ 790.26	P § 136.1(b)
.16	Marquee	§ 790.58	P § 136.1(c)
.17	Street Trees		Required § 143
COMMERCIAL AND INSTITUTIONAL STANDARDS AND USES			
.20	Floor Area Ratio	§§ 102.8,102.10, 123	2.5 to 1 § 124(a)(b)
.21	Use Size *[Non-Residential]*	§ 790.130	P up to 2999 sq.ft., C 3000 sq.ft. & above § 121.2
.22	Off-Street Parking, Commercial and Institutional	§§ 150,153-157, 159-160,204.5	Generally, none required if occupied floor area is less than 5000 sq.ft. §§ 151,161(g)
.23	Off-Street Freight Loading	§§ 150,153-155 204.5	Generally, none required if gross floor area is less than 10,000 sq.ft. §§ 152,161(b)
.24	Outdoor Activity Area	§ 790.70	P in front; C elsewhere § 145.2(a)
.25	Drive-Up Facility	§ 790.30	
.26	Walk-Up Facility	§ 790.140	P if recessed 3 ft.; C otherwise § 145.2(b)
.27	Hours of Operation	§ 790.48	P: 6 a.m. - 2 a.m C: 2 a.m. - 6 a.m.
.30	General Advertising Sign	§§ 264,602-604 608.1-.10,609	
.31	Business Sign	§§ 264,602-604 608.1-.10,609	P # § 607.1(f)2
.32	Other Signs	§§ 262,602-604, 608.1-.10,609	P # § 607.1(c)(d)(g)

No.	Zoning Category	§ 790.118	Controls by Story 1st	2nd	3rd +
.38	Residential Conversion	§ 790.84	P	C	
.39	Residential Demolition	§ 790.86	C	C	C
Retail Sales and Services					
.40	Other Retail Sales and Services *[Not Listed Below]*	§ 790.102	P	P	
.41	Bar	§ 790.22	C		
.42	Full-Service Restaurant	§ 790.92	C		
.43	Small Fast Food Restaurant	§ 790.90	C		
.44	Large Fast Food Restaurant	§ 790.91			
.45	Take-Out Food	§ 790.122	C		
.46	Movie Theater	§ 790.64	P		
.47	Adult Entertainment	§ 790.36			
.48	Other Entertainment	§ 790.38	C		
.49	Financial Service	§ 790.110	C		
.50	Limited Financial Service	§ 790.112	P		
.51	Medical Service	§ 790.114	P	P	C
.52	Personal Service	§ 790.116	P	P	C
.53	Business or Professional Service	§ 790.108	P	P	C
.54	Massage Establishment	§ 790.60 § 2700 Police Code	C	C	
.55	Tourist Hotel	§ 790.46	C	C	C
.56	Automobile Parking	§§ 790.8,156.160	C	C	C

No.	Zoning Category	§ References	SEC. 721. Upper Market Stre Controls by Stor 1st	2nd	3r
.57	Automotive Gas Station	§ 790.14			
.58	Automotive Service Station	§ 790.17			
.59	Automotive Repair	§ 790.15	C		
.60	Automotive Wash	§ 790.18			
.61	Automobile Sale or Rental	§ 790.12			
.62	Animal Hospital	§ 790.6	C		
.63	Ambulance Service	§ 790.2			
.64	Mortuary	§ 790.62			
.65	Trade Shop	§ 790.124	P	C	
.66	Storage	§ 790.117			
Institutions and Non-Retail Sales and Services					
.70	Administrative Service	§ 790.106			
.80	Hospital or Medical Center	§ 790.44			
.81	Other Institutions	§ 790.50	P	C	C
.82	Public Use	§ 790.80	C	C	C
RESIDENTIAL STANDARDS AND USES					
.90	Residential Use	§ 790.88	P	P	P
.91	Residential Density, Dwelling Units	§§ 207,207.1, 790.88(a)	Generally, 1 unit p 400 sq.ft. lot area § 207.4		
.92	Residential Density, Group Housing	§§ 207.1,790.88(b)	Generally, 1 bedroo per 140 sq.ft. lot a § 208		
.93	Usable Open Space *[Per Residential Unit]*	§§ 135,136	Generally, either 6 sq.ft. if private, 80 sq.ft. if commo § 135(d)		
.94	Off-Street Parking, Residential	§§ 150,153-157, 159-160,204.5	Generally, 1 space per unit §§ 151,161(a)(g)		
.95	Community Residential Parking	§ 790.10	C	C	C

SPECIFIC PROVISIONS FOR UPPER MARKET STREET NEIGHBORHOOD COMMERCIAL DISTRICT

Article 7 Code Section	Other Code Section	Zoning Controls
§ 721.31 § 721.32	§ 608.10	*UPPER MARKET STREET SPECIAL SIGN DISTRIC* *Boundaries*: Applicable only for the portion the Upper Market Street NCD a mapped on Sectional Map SSD *Controls*: Special restrictions and limitations for signs

districts is that of the nearest R district (minimum one unit for each 800 sq. ft. of lot area). Refer to Table II-1 in Chapter II for a summary of C-2 requirements. Problems caused by the transformation of the district into an active daytime and evening area, such as traffic congestion, parking shortages, and conversion of residences into commercial space, led to establishment of a Special Use District for Upper Market Street in 1980. Interim neighborhood commercial controls for the district, which anticipated the permanent controls now proposed, were imposed in 1985.

Proposed Controls. Table III-43, previous page, presents the proposed controls for the Upper Market Street district. Under the proposed zoning, eating and drinking uses would be permitted with conditional use authorization at the ground story only, while most other retail and office uses would be permitted at the first two stories. Large fast food uses would not be permitted. Commercial floor area ratio would be 2.5 to 1. Office uses at the third story and above would require conditional use authorization. To promote continuous retail frontage and avoid increasing traffic congestion, drive-up and most automobile uses would be prohibited. Proposed non-residential uses greater than 3000 square feet would be subject to conditional use review, as would all new development proposed for lots greater than 10,000 square feet. Proposed residential density standard is that of the nearest R district, minimum one unit for every 400 sq. ft. of lot area (1:400). Conversions of existing residential units would be permitted on the ground story, conditional use on the second story, and prohibited above the second story.

3. Impacts

Land Use. Soft-site estimates and analysis for the Upper Market District, summarized in Table III-44 (next page), reflect a medium amount of new commercial construction on existing vacant or underused lots, and conversion of some residential units to commercial use.

Since the proposed and existing zoning controls both allow eating and drinking establishments and ground-floor retail uses, the analysis shows similar growth for both types of controls. Overall commercial development would occur incrementally over the ten-year time frame at a slightly lower rate under proposed than under existing zoning.

TABLE III–44
ESTIMATES OF 10–YEAR DEVELOPMENT POTENTIAL, UPPER MARKET NEIGHBORHOOD COMMERCIAL DISTRICT

[All Figures are in Gross Square Feet Except Residential Units (Shown in Parentheses)]

	– 1 – Eating/ Drinking	– 2 – Retail	– 3 – Office	– 4 – Total 1–3	– 5 – Other[1]	– 6 – Vacant[2]	– 7 – Total Non–Residential	– 8 – Residential Sq.Ft.	(Units)	– 9 – Total Sq.Ft.
Existing Land Use:	64,500	260,800	61,400	386,700	128,400	53,900	569,000	324,600	(470)	893,600
Under Existing Zoning:										
New Construction[3]	+6,900	+20,700	+5,000	+32,600	–2,300	–14,700	+15,600	+36,000	(+37)	+51,600
Conversions of Use	+1,500	+4,600	+18,400	+24,500	0	0	+24,500	–24,500	(–20)	0
Total Change	**+8,400**	**+25,300**	**+23,400**	**+57,100**	**–2,300**	**–14,700**	**+40,100**	**+11,500**	**(+17)**	**+51,600**
Potential Land Use	72,900	286,100	84,800	443,800	126,100	39,200	609,100	336,100	(487)	945,200
% Change–Land Use	**+13%**	**+10%**	**+38%**	**+15%**	**–2%**	**–27%**	**+7%**	**+3%**	**+4%**	**+6%**
Under Proposed Zoning:										
New Construction[3]	+6,900	+20,700	+5,000	+32,600	–2,300	–14,700	+15,600	+36,000	(+37)	+51,600
Conversions of Use	+1,500	+4,600	+15,800	+22,000	0	0	–22,000	–22,000	(–18)	0
Total Change	**+8,400**	**+25,300**	**+20,800**	**+54,600**	**–2,300**	**–14,700**	**+37,600**	**+14,000**	**(+19)**	**+51,600**
Potential Land Use	72,900	286,100	82,200	441,300	126,100	39,200	606,600	338,600	(489)	945,200
% Change–Land Use	**+13%**	**+10%**	**+33%**	**+14%**	**–2%**	**–27%**	**+7%**	**+4%**	**+4%**	**+6%**

NOTES:

[1] Other = Non–Intensive Retail such as Paved Parking Lots, Non–Accessory Storage, etc.; Auto Garages and Service Stations; and Institutional Uses such as Churches, Schools, and Hospitals.

[2] Vacant = Vacant Lots and Vacant Commercial Spaces.

[3] New Construction = Construction and Demolition.

Square footage totals in rows and columns do not balance due to changes in building envelopes on lots, area taken up by rounding, and other factors.

Transportation. Table III-45 presents projected new peak period trip ends by mode, based on the development potential estimates calculated for the Upper Market District.

TABLE III-45

UPPER MARKET DISTRICT

PROJECTED NEW PEAK PERIOD* TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	78 Vehicle Trip Ends	77 Vehicle Trip Ends
MUNI:	60 MUNI Trip Ends	59 MUNI Trip Ends
Walk:	152 Walking Trip Ends	151 Walking Trip Ends
New Parking Demand:	39 Spaces	39 Spaces

*Peak Period for Upper Market is Friday/Saturday evenings, 7:00 - 9:00 p.m.

Proposed controls would allow additional commercial development, which would lead to an increase in the on-street parking shortage. The increase is higher than that projected in other neighborhood commercial areas because conditional use authorization would allow new eating and drinking places (though large fast food uses would not be permitted), which attract far greater numbers of trips than other retail and office uses, and because the Upper Market area's peak period occurs in the evening hours, during which parking turnover in a given space is much slower because of lack of meter enforcement. Shortages are not as pronounced during the week. Even on Friday and Saturday nights, the extreme condition is limited to a relatively short time duration.[2] Because some of the soft sites for which new development was estimated contain parking, about 20 existing private, valet-parking off-street spaces would be lost under assumptions of the analysis. However, 16 commercial off-street spaces would be provided by new development under existing zoning or proposed zoning due to Planning Code accessory parking requirements. The net new housing units would add a negligible number of trips during commercial peak periods, and would not add measurably to the on-street parking shortage because of required off-street parking (one space per unit). Given the above factors, and that the increment of parking demand will occur over a 10 year period, the existing parking situation should not notably worsen as a result of development which could occur under the proposed zoning, particularly when additional off-street accessory parking would be provided by new development. The relatively small additional number of vehicle trips, spread over a two-hour peak period, would not perceptibly increase traffic congestion or interference with transit operations. The small number of additional MUNI trips, spread over the two-hour peak period and a number of transit lines, would not cause line capacities to be exceeded. Therefore it is concluded that the additional increment of traffic, parking demand, and transit ridership will not be significant with the proposed project.

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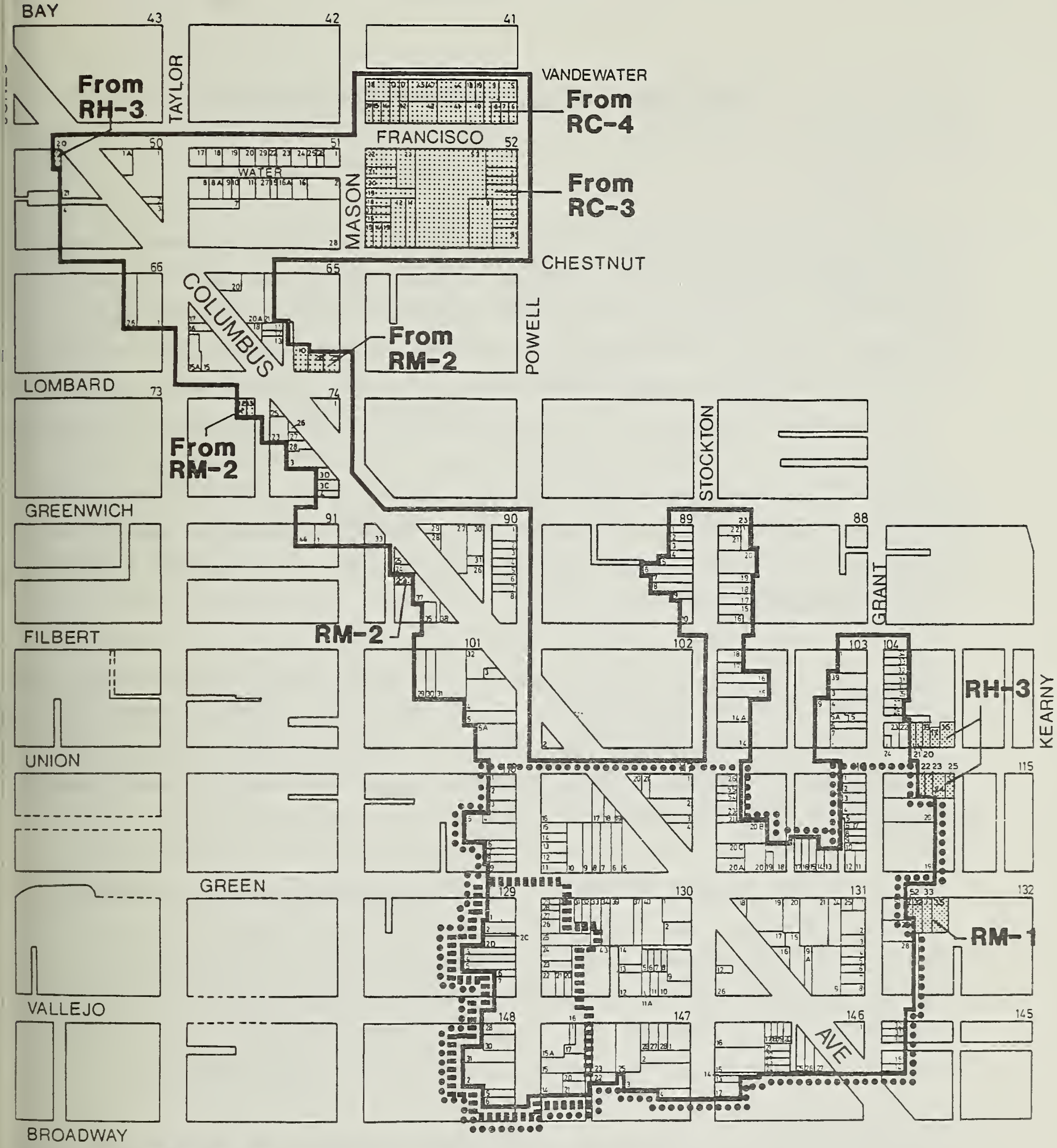
[2] San Francisco Department of City Planning, "5-Year Action Plan for Neighborhood Parking," April, 1986, p. 18.

The district's excellent transit service provides an alternative to automobile trips for drivers unwilling to put up with increased traffic congestion and parking shortages.

Existing parking problems could be mitigated by present and foreseeable measures which will tend to improve the parking situation. Refer to the Mitigation section of this report (pages V-7 to V-12) for a discussion of specific measures for the Castro/Upper Market Districts and general measures applicable to all neighborhood commercial districts to improve parking.



NORTH BEACH

PROPOSED ZONING

Figure 39

━ NCD BOUNDARY
░ ADDITIONS
▒ DELETIONS
▮▮▮▮▮▮ BOUNDARY OF EXISTING GARMENT SHOP S.U.D.
•••••• FINANCIAL SERVICE SUB-DISTRICT (Sec.781.3)

Except as noted, EXISTING ZONING is C-2

0 70 175

NORTH BEACH NEIGHBORHOOD COMMERCIAL DISTRICT

1. Setting

Location and Physical Scale. The North Beach neighborhood commercial district is located in the valley between Telegraph Hill and Nob Hill north of Broadway. The district is a major commercial center located on and around Columbus Avenue in the northeast quadrant of San Francisco. The area is roughly delineated by Powell and Greenwich Streets, Grant Avenue, and Vallejo Street, with a northwesterly extension along Columbus Avenue up to Francisco Street. Refer to Figure 39, previous page. Half of the district's buildings are three stories, one-quarter are two stories, about 14% are one-story, and the rest are taller than three stories. The built fabric of North Beach is predominately that of small scale structures, though its land use intensity is high, as described below.

Land Use. North Beach functions as a neighborhood-serving marketplace, citywide specialty shopping and dining district, tourist attraction, and apartment and residential hotel zone. Traditionally, the district has provided most convenience goods and services for residents of North Beach and portions of Telegraph and Russian Hills.

Unlike linear shopping districts, the North Beach commercial district has an irregular physical form, which spreads out from the diagonal spine of Columbus Avenue into side streets on the grid pattern. While Columbus Avenue functions as the district's primary commercial street with continuous retail frontage for most of its length, its quieter side streets are filled with retail businesses interspersed among offices, garment shops, and residences.

North Beach has historically functioned as both a neighborhood-serving commercial area and citywide specialty dining and shopping district. Traditional family restaurants, cafes, bakeries, delicatessens, gift shops and food processing businesses (e.g., pasta and sausage factories, coffee roasting companies) add to the district's neighborhood appeal and provide a citywide market for Italian specialty goods. Similarly, in the southern and western parts of the district, Chinese stores and restaurants spilling over from

Chinatown draw customers from all over the city. Additionally, Powell Street between Broadway and Green Street houses many garment shops, which broaden the district's character and mix of uses.

The equilibrium in mix of uses has been threatened by the proliferation of eating and drinking establishments, financial offices, and professional and business offices. The approximately 85 eating and drinking establishments represent an integral part of the district's character, but some have pushed out other neighborhood uses, bid up commercial rents, and aggravated noise, trash, parking, and traffic problems.

Similarly, financial institutions have increased, most of which are clustered at the intersection of Columbus and Green Street. Although most of the banks are more established in North Beach, numerous savings and loans institutions have entered the district, moving into several storefronts and erecting modern facades out of character with the district's historic architectural pattern.

North Beach also has become a preferred location for architects and business offices, which occupy several buildings on northern Stockton Street, Water Street, and Vandewater Street. In many instances, the offices have converted housing units or displaced active retail frontage. The loss of upper-story housing units is of particular concern in North Beach, because its affordable housing is a valuable resource for its older residents.

The North Beach Neighborhood Commercial District contains about 950 flats and apartments and almost 1200 residential hotel rooms in 24 residential hotels, a total of about 2140 residential units. Only about 100 dwelling units are located on ground floors.

Transportation. North Beach suffers from a severe parking shortage in its commercial core as well as surrounding residential areas, a result of increasing commercial activity and use of the district's on-street parking by downtown commuters in the past decade. The district has 414 on-street parking spaces and 571 spaces in public parking garages and lots, for a total of 985 spaces. This existing supply is not sufficient to satisfy parking demand generated by the many restaurants and entertainment establishments. Local residents compete with nighttime visitors and customers for available on-street spaces. A total of 308 on-street parking spaces requiring residential permit stickers are available to partially meet demand of area residents. The City Planning Department's 1986 Neighborhood Parking Plan ranks the Broadway-North Beach area as the neighborhood commercial district with the third worst parking problem in the city. While on-street spaces are in scarce supply, many off-street spaces are vacant at peak periods, reducing but not eliminating the theoretical net shortage. Preference for illegal on-street parking even when off-street space is available (due to perceived expense and inconvenience of off-street spaces) leads to considerable traffic congestion and interference with transit service due to parking in bus zones, double parking, vehicles waiting for on-street spaces, and vehicles queuing to enter off-street parking garages. Certain streets, such as Columbus Avenue south of Union Street, and Vallejo between Powell and Stockton, experience worse traffic congestion than others.

North Beach is served by a dense network of transit lines. The 15-Third, 30-Stockton, and 41-Union travel various sections of Columbus Avenue and connect with BART and streetcar/MUNI Metro lines. The 83-Pacific provides crosstown service via Broadway and Pacific Avenue to Russian Hill and Pacific Heights. The 39-Coit serves Telegraph Hill and Fisherman's Wharf. The Powell-Mason cable car connects the western portion of the district with Powell and Market Streets and the Powell BART and MUNI Metro stations. Owl (all night) service is provided by the 15 and 41 lines.

2. Existing and Proposed Controls

Existing Controls. The North Beach Neighborhood Commercial District is mostly zoned C-2 at present. Exceptions are six lots near Columbus Avenue currently containing nonconforming commercial uses, of which five are now zoned RM-2 and one is zoned RH-3; the block bounded by Francisco, Mason, Powell, and Chestnut Streets, currently zoned RC-3; and the block bounded by Francisco, Mason, Powell, and Vandewater Streets, currently zoned RC-4. Under C-2 zoning, a wide range of commercial uses is permitted in most of the North Beach District, generally on three stories. Commercial floor area ratio is 3.6 to 1. Off-street parking requirement for general retail and office uses is one

TABLE III-46 NORTH BEACH

SEC. 722.
NORTH BEACH NEIGHBORHOOD COMMERCIAL DISTRICT
ZONING CONTROL TABLE

No.	Zoning Category	§ References	SEC. 722. North Beach Controls
BUILDING STANDARDS			
.10	Height and Bulk	§§ 102.11,105, 106,250-252,260, 270,271	P up to 40 ft. C 41 to 65 ft. # § 253.1
.11	Lot Size *[Per Development]*	§§ 790.56,121.1	P up to 4999 sq.ft., C 5000 sq.ft. & above § 121.1
.12	Rear Yard	§§ 130,134,136	Required at the second story and above and at all residential levels § 134(a)(e)
.13	Street Frontage		Required § 145.1
.14	Awning	§ 790.20	P § 136.1(a)
.15	Canopy	§ 790.26	P § 136.1(b)
.16	Marquee	§ 790.58	P § 136.1(c)
.17	Street Trees		Required § 143
COMMERCIAL AND INSTITUTIONAL STANDARDS AND USES			
.20	Floor Area Ratio	§§ 102.8,102.10, 123	1.75 to 1 § 124(a)(b)
.21	Use Size *[Non-Residential]*	§ 790.130	P up to 2499 sq.ft., C 2500 sq.ft. & above § 121.2
.22	Off-Street Parking, Commercial and Institutional	§§ 150,153-157, 159-160,204.5	Generally, none required if occupied floor area is less than 5000 sq.ft. §§ 151,161(g)
.23	Off-Street Freight Loading	§§ 150,153-155 204.5	Generally, none required if gross floor area is less than 10,000 sq.ft. §§ 152,161(b)
.24	Outdoor Activity Area	§ 790.70	P in front; C elsewhere § 145.2(a)
.25	Drive-Up Facility	§ 790.30	
.26	Walk-Up Facility	§ 790.140	P if recessed 3 ft.; C otherwise § 145.2(b)
.27	Hours of Operation	§ 790.48	P: 6 a.m. - 2 a.m. C: 2 a.m. - 6 a.m.
.30	General Advertising Sign	§§ 262,602-604, 608.1-.10,609	
.31	Business Sign	§§ 262,602-604, 608.1-.10,609	P § 607.1(f)2
.32	Other Signs	§§ 262,602-604, 608.1-.10,609	P § 607.1(c)(d)(g)

No.	Zoning Category	§ References	Controls by Story 1st	 2nd	 3rd +
		§ 790.118			
.38	Residential Conversion	§ 790.84	P		
.39	Residential Demolition	§ 790.86	C	C	C
Retail Sales and Services					
.40	Other Retail Sales and Services *[Not Listed Below]*	§ 790.102	P	P	
.41	Bar	§ 790.22	C		
.42	Full-Service Restaurant	§ 790.92	C		
.43	Small Fast Food Restaurant	§ 790.90	C		
.44	Large Fast Food Restaurant	§ 790.91			
.45	Take-Out Food	§ 790.122	C		
.46	Movie Theater	§ 790.64	P		
.47	Adult Entertainment	§ 790.36			
.48	Other Entertainment	§ 790.38	C		
.49	Financial Service	§ 790.110	C/NP #		
.50	Limited Financial Service	§ 790.112	C		
.51	Medical Service	§ 790.114	P	P	
.52	Personal Service	§ 790.116	P	P	
.53	Business or Professional Service	§ 790.108	C	P	
.54	Massage Establishment	§ 790.60 § 2700 Police Code	C		
.55	Tourist Hotel	§ 790.46	C	C	C
.56	Automobile Parking	§§ 790.8,156,160	C	C	C

No.	Zoning Category	§ References	SEC. 722. North Beach Controls by Story 1st	 2nd	 3rd +
.57	Automotive Gas Station	§ 790.14			
.58	Automotive Service Station	§ 790.17			
.59	Automotive Repair	§ 790.15	C		
.60	Automotive Wash	§ 790.18			
.61	Automobile Sale or Rental	§ 790.12			
.62	Animal Hospital	§ 790.6	C		
.63	Ambulance Service	§ 790.2			
.64	Mortuary	§ 790.62			
.65	Trade Shop	§ 790.124	P #	C #	
.66	Storage	§ 790.117			
Institutions and Non-Retail Sales and Services					
.70	Administrative Service	§ 790.106			
.80	Hospital or Medical Center	§ 790.44			
.81	Other Institutions	§ 790.50	P	C	C
.82	Public Use	§ 790.80	C	C	C
RESIDENTIAL STANDARDS AND USES					
.90	Residential Use	§ 790.88	P	P	P
.91	Residential Density, Dwelling Units	§§ 207,207.1, 790.88(a)	Generally, 1 unit per 400 sq.ft. lot area § 207.4		
.92	Residential Density, Group Housing	§§ 207.1,790.89(b)	Generally, 1 bedroom per 140 sq.ft. lot area § 209		
.93	Usable Open Space *[Per Residential Unit]*	§§ 135,136	Generally, either 60 sq.ft. if private, or 80 sq.ft. if common § 135(d)		
.94	Off-Street Parking, Residential	§§ 150,153-157, 159-160,204.5	Generally, 1 space per unit §§ 151,161(a)(g)		
.95	Community Residential Parking	§ 790.10	C	C	C

SPECIFIC PROVISIONS FOR THE NORTH BEACH NEIGHBORHOOD COMMERCIAL DISTRICT

Article 7 Code Section	Other Code Section	Zoning Controls	
§ 722.10	§ 253.1	*65-A-1 HEIGHT AND BULK DISTRICT*	
		Boundaries:	Applicable for portions of the North Beach NCD as mapped on Sectional Map 1H
		Controls:	Building Height and Bulk Limits are P up to 40 feet; C between 41 feet and 65 feet
§ 722.49	§ 780.3	*NORTH BEACH FINANCIAL SERVICE SUB-DISTRICT*	
		Boundaries:	Applicable only for portions of the North Beach NCD south of Union Street as mapped on Sectional Map 1 SU^a
		Controls:	Financial Services are NP at all stories
§ 722.65	§ 236	*GARMENT SHOP SPECIAL USE DISTRICT*	
		Boundaries:	Applicable only for the portion of the North Beach NCD as mapped on Sectional Map No. 1 SU^a
		Controls:	Garment Shops are P at the 1st and 2nd stories

space for each 500 square feet of occupied floor area over 5,000 sq. ft., u to 20,000 sq. ft.; one space for each 250 sq. ft. over 20,000 sq. ft. The R districts are combined residential-commercial, generally permitting C-2 typ uses on the ground story, with commercial floor area ratios of 3.6 to 1 Refer to Table II-1 in Chapter II for a summary of C-2, RC-3, and RC- requirements. Concern about preservation of the historic mixed-us development pattern and the harmonious small-scale architectural environment and the loss of affordable housing units, led to rezoning to RC-3/RC-4 an height reductions prior to several temporary zoning measures, includin establishment of a North Beach Housing Conservation Special Use District i 1984, a moratorium on conversions of residential hotels, a moratorium o financial institutions beginning in 1981, and a moratorium on fast foods i 1986. Interim neighborhood commercial controls for the district, whic anticipated the permanent controls now proposed, were imposed in 1985.

Proposed Controls. Table III-46 (previous page) presents the propose controls for the North Beach district. Under the proposed zoning, mos commercial uses would be permitted at the first two stories. Commercial floo area ratio would be 1.75 to 1. Upper stories would generally be reserved fo residential uses. To promote continuous retail frontage and avoid increasin traffic congestion, drive-up and most automobile uses would be prohibited. T preserve the fine-grained built scale of the district, proposed ne non-residential uses greater than 2500 square feet would be subject t conditional use review, as would all new development proposed on lots greate than 5000 square feet. Building heights would be limited to 40 feet, wit heights up to 65 feet permitted subject to conditional use review. To contro proliferation of financial institutions, they would be prohibited south o Union Street and subject to conditional use review north of Union Street Proposed residential density standard would be that of the nearest R district minimum one unit for every 400 sq. ft. of lot area (1:400). Existin residential units would be protected by prohibiting upper-story conversion and limiting demolitions through conditional use review.

TABLE III-47
ESTIMATES OF 10-YEAR DEVELOPMENT POTENTIAL, NORTH BEACH NEIGHBORHOOD COMMERCIAL DISTRICT

[All Figures are in Gross Square Feet Except Residential Units (Shown in Parentheses)]

	– 1 – Eating/ Drinking	– 2 – Retail	– 3 – Office	– 4 – Total 1–3	– 5 – Other[1]	– 6 – Vacant[2]	– 7 – Total Non-Residential	– 8 – Residential Sq.Ft. (Units)	– 9 – Total Sq.Ft.
Existing Land Use:	196,600	314,200	236,300	747,100	399,100	60,100	1,206,300	1,003,900 (2,254)	2,210,200
Under Existing Zoning:									
New Construction[3]	+15,800	+71,400	+47,900	+135,100	+70,400	-45,600	+159,900	+45,600 (+53)	+205,500
Conversions of Use	+10,600	+21,800	+36,400	+ 68,800	-32,300	0	+ 36,500	-34,500 (-31)	+ 2,000
Total Change	**+26,400**	**+93,200**	**+84,300**	**+203,900**	**+38,100**	**-45,600**	**+196,400**	**+11,100** (+22)	+207,500
Potential Land Use	223,000	407,400	320,600	952,000	437,200	14,500	1,402,700	1,015,000 (2,276)	2,417,700
% Change–Land Use	+12%	+30%	+36%	+27%	+10%	-76%	+16%	+1% (+1%)	+9%
Under Proposed Zoning:									
New Construction[3]	+17,600	+45,200	+19,300	+ 82,100	+40,600	-43,400	+79,300	+85,400 (+83)	+164,700
Conversions of Use	+ 7,700	+19,200	+ 5,100	+ 32,000	-31,400	0	+ 600	- 600 (-1)	0
Total Change	+25,300	**+64,400**	+24,400	**+114,100**	+ 9,200	-43,400	+79,900	+84,800 (+82)	**+164,700**
Potential Land Use	221,900	378,600	260,700	861,200	408,300	16,700	1,286,200	1,088,700 (2,336)	2,374,900
% Change–Land Use	+13%	+20%	+10%	+15%	+2%	-72%	+6%	+8% (+4%)	+7%

NOTES: [1] Other = Non-Intensive Retail such as Paved Parking Lots, Non-Accessory Storage, etc.; Auto Garages and Service Stations; and Institutional Uses such as Churches, Schools, and Hospitals.

[2] Vacant = Vacant Lots and Vacant Commercial Spaces.

[3] New Construction = Construction and Demolition.

Square footage totals in rows and columns do not balance due to changes in building envelopes on lots, area taken up by rounding, and other factors.

All land use estimates are approximate.

3. Impacts

Land Use. Soft-site estimates and analysis for the North Beach District, summarized in Table III-47 (previous page), show a 164,700 square foot net increase in the amount of developed floor area under the proposed zoning and 207,500 square foot increase under the existing zoning. Nearly 55% of th increase under proposed zoning was projected in the redevelopment of th Bauer-Schweitzer Malting Company site in the block bounded by Francisco, Powell, Chestnut and Mason Streets. In addition, development of a fe underutilized gas station sites, parking lots and auto repair garages wer factored into the analysis.

Development patterns resulting under proposed zoning controls differ fro those which could result under existing zoning. A comparison of the squar footage figures under existing and proposed zoning suggests the following:

- Proposed zoning could allow considerably less new commercia development than could be expected under existing zoning (114,10 square feet vs. 203,900 square feet)
- Proposed zoning could permit considerably less new office spac development than could occur under existing zoning (24,400 vs. 84,30 square feet) due to the protective conditional use review requiremen for upper story conversions.
- A net increase of 22 dwelling units under existing zoning and 82 unit under proposed zoning could occur, due to proposed residential densit increases, prohibitions of upper story conversions, and emphasis mixed use buildings in the proposed controls.
- The predicted square footage of additional retail space under propose zoning could be about three-quarters that which could occur unde existing zoning (64,400 square feet under proposed zoning vs. 93,2 square feet under existing zoning).

Overall commercial development would occur incrementally over the ten-year time frame under proposed zoning at slightly more than one-half the rate than under existing zoning.

Transportation. Table III-48 presents projected new peak period trip ends by mode, based on the development potential estimates calculated for the North Beach District.

TABLE III-48

NORTH BEACH DISTRICT

PROJECTED NEW PEAK PERIOD* TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	257 Vehicle Trip Ends	217 Vehicle Trip Ends
MUNI:	198 MUNI Trip Ends	167 MUNI Trip Ends
Walk:	502 Walking Trip Ends	423 Walking Trip Ends
New Parking Demand:	129 Spaces	108 Spaces

*Peak Period for North Beach is Friday/Saturday evenings, 7:00 - 9:00 p.m.

Proposed controls would allow additional commercial development, which would lead to an increase in the on-street parking shortage. The increase is higher than that projected in other neighborhood commercial areas because the North Beach area's peak period occurs in the evening hours, during which parking turnover in a given space is much slower due to lack of meter enforcement. The increase would be less than that which would be expected to occur under existing controls, because the proposed controls would limit conversion of upper story residences to commercial uses and prohibit new large fast food uses, which generate proportionately greater numbers of trips. Furthermore, the proposed zoning's restrictions on types of uses which tend to attract automobile trips, such as automobile-serving and drive-up businesses, would tend to hold down the number of such trips. Because some of the soft sites for which new development was estimated currently contain parking, about 290 existing off-street spaces would be lost under assumptions of the analysis. However, about 455 commercial off-street spaces would be provided by new development under existing zoning and about 350 commercial spaces under proposed zoning due to Planning Code parking requirements. The net increase in commercial parking supply (parking gained minus parking lost) would be about 165 under existing and about 60 under proposed zoning controls. The net new housing units would add a negligible number of trips during commercial peak periods, and would not add measurably to the on-street parking shortage because of required off-street parking (one space per unit). Given the above factors, and that the increment of parking demand will occur over a 10 year period, the existing parking situation should not notably worsen as a result of development which could occur under the proposed zoning, particularly when off-street accessory parking which would be provided by new development is taken into account. The relatively small additional number of vehicle trips, spread over a two-hour peak period, would not perceptibly increase traffic congestion or interference with transit operations. The number of additional MUNI trips, spread over the two-hour peak period and a number of transit lines, would not cause line capacities to be exceeded. Therefore it is concluded that the additional increment of traffic, parking demand, and transit ridership will not be significant with the proposed project.

The district's transit service provides an alternative to automobile trips for drivers unwilling to put up with increased traffic congestion and parking shortages.

Existing parking problems could be mitigated by present and foreseeable measures which will tend to improve the parking situation. Refer to the Mitigation section of this report (pages V-7 to V-12) for a discussion of specific measures for the North Beach/Broadway Districts and general measures applicable to all neighborhood commercial districts to improve parking.

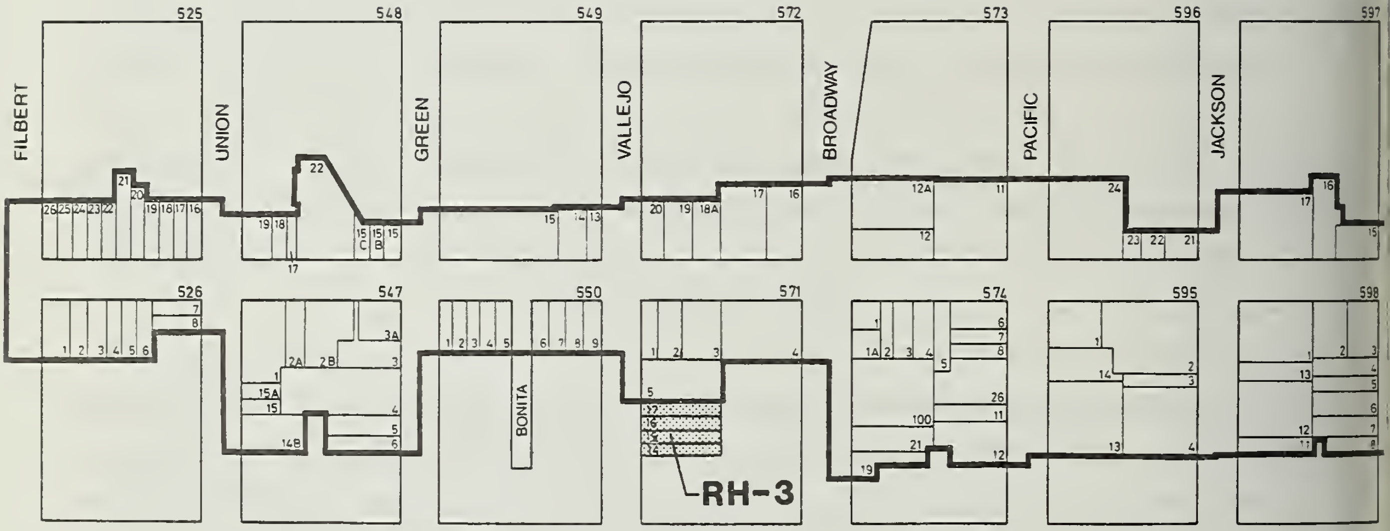
POLK STREET NEIGHBORHOOD COMMERCIAL DISTRICT

1. Setting

Location and Physical Scale. Sitting in the gulch between Nob and Russian Hills and Pacific Heights, the Polk Street neighborhood commercial district extends for about one mile as a north-south linear strip. The district is located on Polk Street between Post and Filbert Streets, and on Larkin Street between Post and California Streets (Refer to the Polk NCD Map, Figure 40, next pages). It also extends east to Hyde Street on California Street. Of the approximately 300 buildings in the district, over half are two to three stories in height, and about 28% are one-story. Some of the one-story buildings are rear dwellings or offices behind other buildings. About one-fifth are at least four stories in height. Polk Street's moderately-scaled built environment leaves relatively few open space corridors, since about 57% of the lots have no rear yard open space, while another one-third have less than 25% of their depth open. Polk Street contains several developable or redevelopable sites, which include one vacant lot, some public and private parking lots and garages, some auto repair facilities, and many of its single-story buildings.

Land Use. Polk Street's dense mixed-use character consists of buildings with residential units above ground-story commercial use. Continuous commercial frontage runs along Polk Street for almost all of its length. Larkin and side streets in the district have a greater proportion of residences.

Polk Street provides convenience goods and services to the residential communities in the Polk Gulch neighborhood and to the residents on the west slopes of Nob and Russian Hills, with about a dozen small markets, a dozen laundries and dry cleaners, and several beauty salons and barbers. The commercial district serves its neighborhood and citywide clienteles with increasing numbers of specialty apparel, antique, food, gift and other types of stores. Six financial services and about 65 medical, business, professional and other offices, almost half of which are in the upper stories, serve the nearby and citywide communities.



POLK

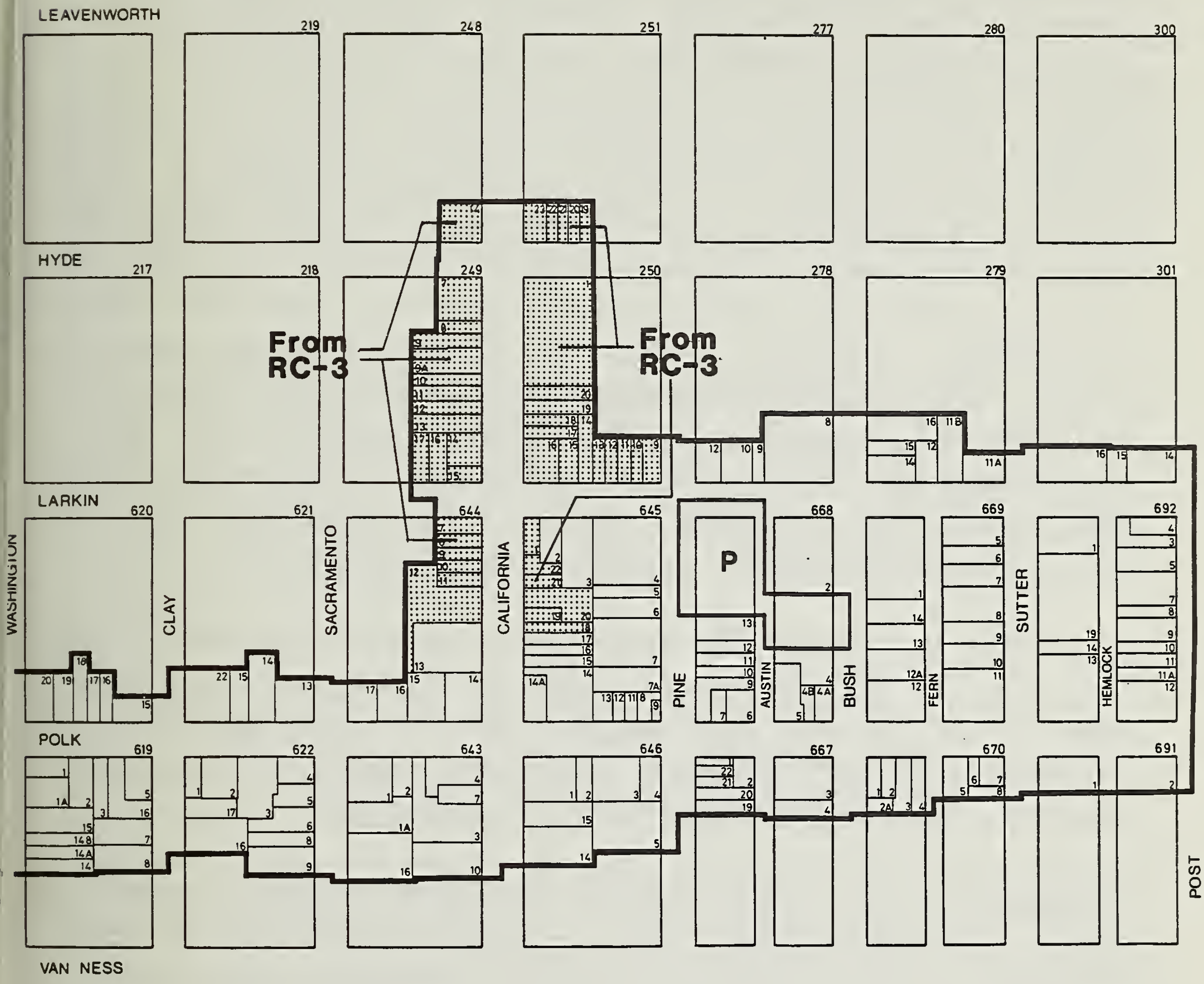
PROPOSED ZONING

Figure 40

0 50 100

▬ NCD BOUNDARY
░ ADDITIONS
▒ DELETIONS

Except as noted, EXISTING ZONING is C-2


LEAVENWORTH
HYDE
LARKIN
POLK
VAN NESS
WASHINGTON
CLAY
SACRAMENTO
CALIFORNIA
PINE
AUSTIN
BUSH
FERN
SUTTER
HEMLOCK
POST
219
248
251
277
280
300
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278
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621
644
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669
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619
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691
From RC-3
From RC-3
P

Polk Street is a popular and established eating, drinking, and entertainment district for both its neighborhood and broader citywide markets. The 1950's saw the beginning of an influx of gay people into the district, and today the district still reflects their influence although the focus of gay life has shifted to Castro Street. In response to concerns raised by neighborhood merchants and residents, the Board of Supervisors initiated an interim moratorium in March 1980 on new restaurants, bars, fast food establishments, places of entertainment, bath houses, financial institutions, and hotels. The moratorium slowed down the turnover and growth of eating and drinking establishments. Currently, the district (within its revised boundaries) contains about 113 eating and drinking places, which represent about 24% of its commercial frontage. Of these uses, ten eating and drinking establishments also operate places of entertainment or dance halls. Many of these establishments contribute to the active streetlife, noise and congestion, by drawing numerous customers during the evening.

The district contains over 1650 dwelling units and over 750 residential hotel rooms. Of the total housing stock, 90% are located in the upper stories (about 32% at the second story and 58% in the third story and above). The apartments, flats, and fourteen residential hotels provide affordable units to the small to moderate-sized households in the neighborhood.

Transportation. As a popular district which attracts numerous customers and vehicles, Polk Street suffers from a pervasive on-street parking shortage throughout the day and evening. The district contains 502 metered spaces, 10 unmetered spaces, 94 zoned spaces on the street, with 210 off-street spaces available for public use and a few accessory parking lots or structures for private or customer use. The off-street facilities are utilized well below capacity even at peak times, such that no overall parking deficit is found if these spaces are included as being available. However, many drivers prefer to search for on-street spaces and even risk illegal parking rather than pay premium prices for garage or lot space. As a result, the commercial district's vehicles often spill over into the surrounding residential areas, aggravating the parking problems in those adjacent areas. Commercial and private vehicles circle the blocks, searching for parking in the commercial and residential districts, compounding the traffic congestion. Double-parked freight-loading and other vehicles stall buses and other traffic. The City Planning Department's 1986 Neighborhood Parking Plan ranks the Polk-Van Ness area as the neighborhood commercial district with the tenth worst parking problem in the city. The street's traffic is regulated largely by traffic lights between Geary and Broadway, and at Union, as well as by four-way stops at all other intersections north of Broadway. The frequent lights contribute to traffic problems by creating a queue of waiting cars at various intersections.

The Polk Street district enjoys very good transit service. The 19-Polk bus travels the length of the district connecting Fisherman's Wharf with the Civic Center, South of Market, and Potrero Hill areas. Three bus lines travel Van Ness Avenue, one block to the west. The 1-California, 2-Clement, 3-Jackson, 4-Sutter, 30X-Freeway Express, 41-Union, 83-Pacific, and the California Street Cable Car provide crosstown service linking Polk with downtown and areas to the west.

Air Quality. Please refer to Appendix C for a detailed discussion of air quality considerations in neighborhood commercial districts, including assumptions and methodology. As noted in Appendix C, air quality effects of NCRS would be associated almost exclusively with carbon monoxide (CO) emission generated by the increase in vehicular travel which would be caused by potential development under the proposed zoning controls. Because no monitored air quality data specific to the Polk Street district are available, a conservative assumption was made that background levels in the district equal that of downtown San Francisco. Under these and other assumptions discussed in Appendix C, existing 1-hour and 8-hour CO concentrations in the Polk Street district are calculated at 12.5 parts per million (ppm) and 9.3 ppm, respectively. The State 1-hour standard is 20 ppm; the Federal 1-hour standard is 35 ppm; the State and Federal 8-hour standard is 9 ppm. Thus, the Polk Street district may currently violate the 8-hour standard at times.

TABLE III-49 POLK

SEC. 723.
POLK STREET NEIGHBORHOOD COMMERCIAL DISTRICT
ZONING CONTROL TABLE

No.	Zoning Category	§ References	SEC. 723. Polk Street Controls
BUILDING STANDARDS			
.10	Height and Bulk	§§ 102.11,105, 106,250-252,260, 270,271	65-A, 80-A, 130-E See Zoning Map
.11	Lot Size *[Per Development]*	§§ 790.56,121.1	P up to 9999 sq.ft., C 10,000 sq.ft. & above § 121.1
.12	Rear Yard	§§ 130,134,136	Required at residential levels only § 134(a)(e)
.13	Street Frontage		Required § 145.1
.14	Awning	§ 790.20	P § 136.1(a)
.15	Canopy	§ 790.26	P § 136.1(b)
.16	Marquee	§ 790.58	P § 136.1(c)
.17	Street Trees		Required § 143
COMMERCIAL AND INSTITUTIONAL STANDARDS AND USES			
.20	Floor Area Ratio	§§ 102.8,102.10, 123	2.0 to 1 § 124(a)(b)
.21	Use Size *[Non-Residential]*	§ 790.130	P up to 2999 sq.ft., C 3000 sq.ft. & above § 121.2
.22	Off-Street Parking, Commercial and Institutional	§§ 150,153-157, 159-160,204.5	Generally, none required if occupied floor area is less than 5000 sq.ft. §§ 151,161(g)
.23	Off-Street Freight Loading	§§ 150,153-155 204.5	Generally, none required if gross floor area is less than 10,000 sq.ft. §§ 152,161(b)
.24	Outdoor Activity Area	§ 790.70	P in front; C elsewhere § 145.2(a)
.25	Drive-Up Facility	§ 790.30	
.26	Walk-Up Facility	§ 790.140	P if recessed 3 ft.; C otherwise § 145.2(b)
.27	Hours of Operation	§ 790.48	P: 6 a.m. - 2 a.m. C: 2 a.m. - 6 a.m.
.30	General Advertising Sign	§§ 262,602-604, 609.1-.10,609	
.31	Business Sign	§§ 262,602-604, 608.1-.10,609	P § 607.1(f)2
.32	Other Signs	§§ 262,602-604, 608.1-.10,609	P § 607.1(c)(d)(g)

No.	Zoning Category	§ References	Controls by Story 1st	 2nd	 3rd +
		§ 790.118			
.38	Residential Conversion	§ 790.84	P	C	
.39	Residential Demolition	§ 790.86	C	C	C
Retail Sales and Services					
.40	Other Retail Sales and Services *[Not Listed Below]*	§ 790.102	P	P	
.41	Bar	§ 790.22	C		
.42	Full-Service Restaurant	§ 790.92	C		
.43	Small Fast Food Restaurant	§ 790.90	C		
.44	Large Fast Food Restaurant	§ 790.91			
.45	Take-Out Food	§ 790.122	C		
.46	Movie Theater	§ 790.64	P		
.47	Adult Entertainment	§ 790.36			
.48	Other Entertainment	§ 790.38	C		
.49	Financial Service	§ 790.110	C		
.50	Limited Financial Service	§ 790.112	P		
.51	Medical Service	§ 790.114	P	P	
.52	Personal Service	§ 790.116	P	P	
.53	Business or Professional Service	§ 790.108	P	P	
.54	Massage Establishment	§ 790.60 § 2700 Police Code	C		
.55	Tourist Hotel	§ 790.46	C	C	C
.56	Automobile Parking	§§ 790.8,156,160	C	C	C

No.	Zoning Category	§ References	SEC. 723. Polk Street Controls by Story 1st	 2nd	 3rd +
.57	Automotive Gas Station	§ 790.14			
.58	Automotive Service Station	§ 790.17			
.59	Automotive Repair	§ 790.15	C		
.60	Automotive Wash	§ 790.18			
.61	Automobile Sale or Rental	§ 790.12			
.62	Animal Hospital	§ 790.6	C		
.63	Ambulance Service	§ 790.2			
.64	Mortuary	§ 790.62			
.65	Trade Shop	§ 790.124	P	C	
.66	Storage	§ 790.117			
Institutions and Non-Retail Sales and Services					
.70	Administrative Service	§ 790.106			
.80	Hospital or Medical Center	§ 790.44			
.81	Other Institutions	§ 790.50	P	C	C
.82	Public Use	§ 790.80	C	C	C
RESIDENTIAL STANDARDS AND USES					
.90	Residential Use	§ 790.88	P	P	P
.91	Residential Density, Dwelling Units	§§ 207,207.1, 790.88(a)	Generally, 1 unit per 400 sq.ft. lot area § 207.4		
.92	Residential Density, Group Housing	§§ 207.1,790.88(b)	Generally, 1 bedroom per 140 sq.ft. lot area § 208		
.93	Usable Open Space *[Per Residential Unit]*	§§ 135,136	Generally, either 60 sq.ft. if private, or 80 sq.ft. if common § 135(d)		
.94	Off-Street Parking, Residential	§§ 150,153-157, 159-160,204.5	Generally, 1 space per unit §§ 151,161(a)(g)		
.95	Community Residential Parking	§ 790.10	C	C	C

2. Existing and Proposed Controls

Existing Controls. The Polk Street Neighborhood Commercial District is mostly zoned C-2 at present, with the exception of the area at California/Larkin/Hyde Streets, currently zoned RC-3. Under C-2 zoning, a wide range of commercial uses is permitted in most of the District, generally on three stories. Commercial floor area ratio is 3.6 to 1. Off-street parking requirement for general retail and office uses is one space for each 500 square feet of occupied floor area over 5,000 sq. ft., up to 20,000 sq. ft.; one space for each 250 sq. ft. over 20,000 sq. ft. Refer to Table II-1 in Chapter II for a summary of C-2 and RC-3 requirements. Concern about the proliferation of eating and drinking, entertainment, and hotel uses led to a moratorium beginning in March 1980 on new restaurants, bars, fast food establishments, places of entertainment, bath houses, financial institutions, and hotels. Interim neighborhood commercial controls for the district, which anticipated the permanent controls now proposed, were imposed in 1985.

Proposed Controls. Table III-49 (previous page) presents the proposed controls for the Polk Street district. Under the proposed zoning, most commercial uses would be permitted at the first two stories. Upper stories would generally be reserved for residential uses. Commercial floor area ratio would be 2.0 to 1. To promote continuous retail frontage and avoid increasing traffic congestion, drive-up and most automobile uses would be prohibited. Consistent with Polk Street's moderately-scaled, dense, mixed-use character, future development on lots greater than 10,000 square feet would be subject to conditional use review. New non-residential uses greater than 3,000 square feet would require conditional use review. Eating and drinking places and entertainment places also would be subject to conditional use review. Proposed residential density standard would be that of the nearest R district, minimum one unit for every 400 sq. ft. of lot area (1:400). Existing residential units would be protected by prohibiting conversions at and above the third story and limiting demolitions and second story conversions through conditional use review.

3. Impacts

Soft site estimates and analysis for Polk Street are summarized in Table III-50 (next page).

TABLE III–50
ESTIMATES OF 10–YEAR DEVELOPMENT POTENTIAL, POLK STREET NEIGHBORHOOD COMMERCIAL DISTRICT

[All Figures are in Gross Square Feet Except Residential Units (Shown in Parentheses)]

	– 1 – Eating/ Drinking	– 2 – Retail	– 3 – Office	– 4 – Total 1–3	– 5 – Other[1]	– 6 – Vacant[2]	– 7 – Total Non–Residential	– 8 – Residential Sq.Ft. (Units)	– 9 – Total Sq.Ft.
Existing Land Use:	139,400	599,900	124,600	863,900	443,600	116,200	1,423,700	1,656,900 (2,349)	3,080,600
Under Existing Zoning:									
New Construction[3]	+4,100	+15,600	0	+20,700	+43,300	–9,600	+54,400	+123,700 (+136)	+178,100
Conversions of Use	+3,200	+12,900	+54,100	+70,200	–28,600	0	+41,600	–39,400 (–26)	+2,200
Total Change	**+7,300**	**+28,500**	**+54,100**	**+90,900**	**+14,700**	**–9,600**	**+96,000**	**+84,300 (+110)**	**+180,300**
Potential Land Use	146,710	628,400	178,700	954,800	458,300	106,600	1,519,700	1,741,200 (2,459)	3,260,900
% Change–Land Use	+5%	+5%	+43%	+11%	+3%	–8%	+7%	+5% +5%	+6%
Under Proposed Zoning:									
New Construction[3]	+4,100	+15,600	0	+20,700	+43,300	–9,600	+54,400	+123,700 (+136)	+178,100
Conversions of Use	+2,500	+10,200	+48,800	+61,500	–28,600	0	+32,900	–30,700 (–18)	+2,200
Total Change	**+6,600**	**+25,800**	**+48,800**	**+82,200**	**+14,700**	**–9,600**	**+87,300**	**+93,000 (+118)**	**+180,300**
Potential Land Use	146,000	625,700	173,400	946,100	458,300	106,600	1,511,000	1,749,900 (2,467)	3,260,900
% Change-Land Use	+5%	+4%	+39%	+10%	+3%	–8%	+6%	+6% +5%	+6%

NOTES: [1] Other = Non–Intensive Retail such as Paved Parking Lots, Non–Accessory Storage, etc.; Auto Garages and Service Stations; and Institutional Uses such as Churches, Schools, and Hospitals.

[2] Vacant = Vacant Lots and Vacant Commercial Spaces.

[3] New Construction = Construction and Demolition.

Square footage totals in rows and columns do not balance due to changes in building envelopes on lots, area taken up by rounding, and other factors.

All land use estimates are approximate.

The estimates indicate limited new construction, adaptive reuse of underutilized buildings and conversions of upper-story residential units to office use, similar under either existing or proposed zoning controls.

Overall commercial development would occur incrementally over the ten-year time frame at about the same rate under existing zoning or proposed zoning controls. The primary difference could be a slightly lower amount of new office space which could be expected under proposed zoning.

Transportation. Table III-51 presents projected new peak period trip ends by mode, based on the development potential estimates calculated for the Polk Street District.

TABLE III-51
POLK STREET DISTRICT
PROJECTED NEW PEAK PERIOD* TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	62 Vehicle Trip Ends	56 Vehicle Trip Ends
MUNI:	57 MUNI Trip Ends	52 MUNI Trip Ends
Walk:	322 Walking Trip Ends	291 Walking Trip Ends
New Parking Demand:	10 Spaces	9 Spaces

*Peak Period for Polk Street is Saturday afternoon, 1:00 - 4:00 p.m.

Proposed controls would allow additional commercial development, which would lead to a slight increase in the on-street parking shortage. The proposed zoning's restrictions on types of uses which tend to attract automobile trips, such as automobile-serving and drive-up businesses, would tend to lower the number of new auto trips. The net new housing units would add a negligible number of trips during commercial peak periods, and would not add measurably to the on-street parking shortage because of required off-street parking (one space per unit). Because some of the soft sites for which new development was estimated contain parking, about 50 existing off-street spaces would be lost under assumptions of the analysis. However, about 197 off-street spaces would be provided by new development under Planning Code accessory parking requirements. The increment of parking demand over the next 10 years should not be discernible to residents and users of the area, particularly because net additional off-street parking would be provided. The small additional number of vehicle trips, spread over a three-hour peak period, would not perceptibly increase traffic congestion or interference with transit operations. The small number of additional MUNI trips, spread over the three-hour peak period and a number of transit lines, would not cause line capacities to be exceeded. Therefore it is concluded that the additional increment of traffic, parking demand, and transit ridership will not be significant with the proposed project.

Existing parking problems could be mitigated by present and foreseeable measures which will tend to improve the parking situation. Refer to the Mitigation section of this report (pages V-7 to V-12) for a discussion of specific measures for the Polk Street District and general measures applicable to all neighborhood commercial districts to improve parking.

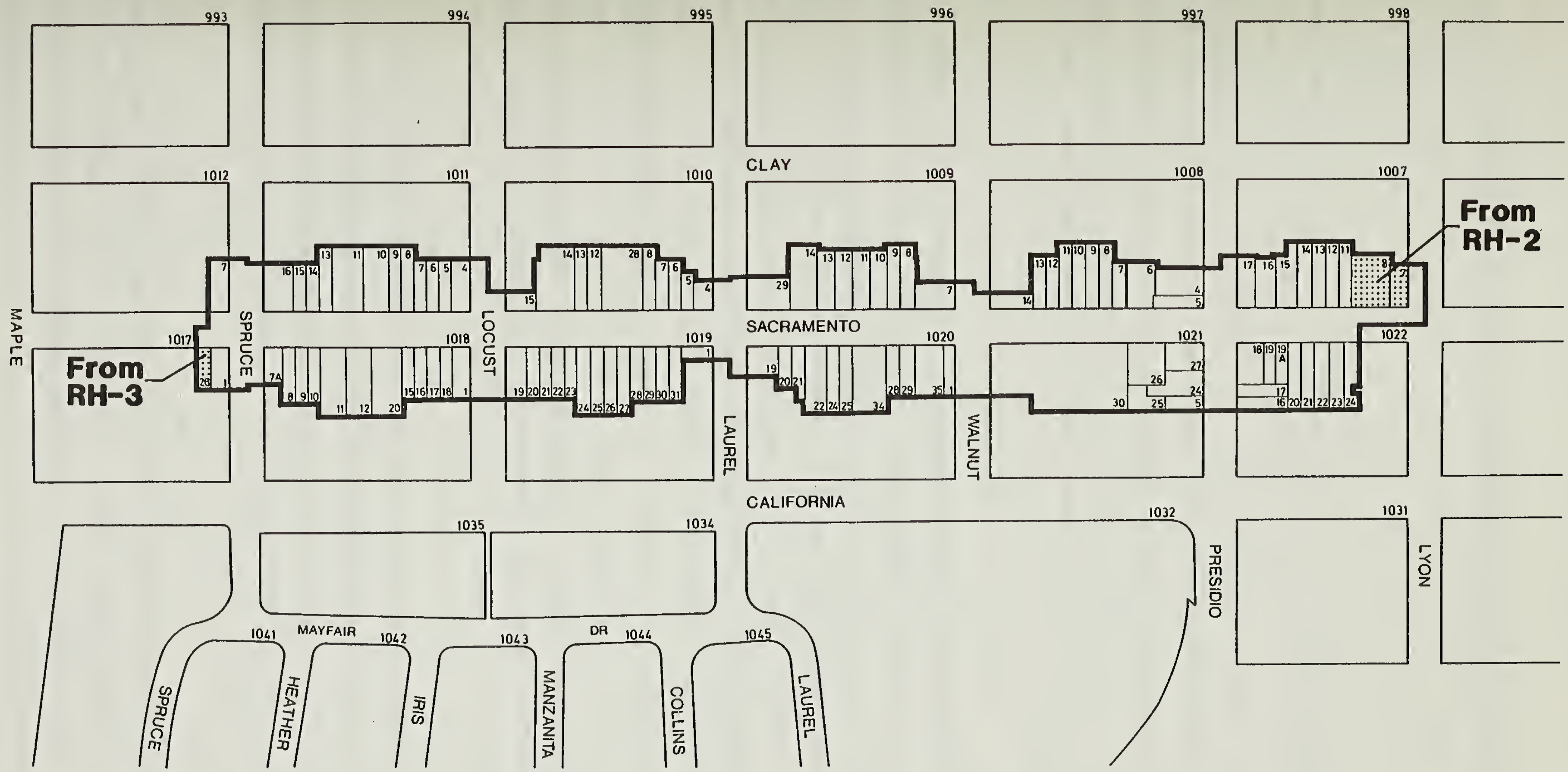
Air Quality. 1995 CO concentrations would be below State and Federal standards, as displayed in Table III-52. The reduction in emissions due to cleaner burning vehicles over the next 10 years would more than offset the increase in CO emissions from vehicle trips generated by potential development under NCRS. The 1995 concentrations displayed in the table include background concentrations plus increments which would occur under the proposed controls.

TABLE III-52

PREDICTED CARBON MONOXIDE CONCENTRATIONS, POLK STREET NCD

	State/Federal Standard	Polk Street 1985	Polk Street 1995
1-Hour	20/35 ppm	12.5 ppm	9.1 ppm
8-Hour	9/9 ppm	9.3 ppm	6.7 ppm

While increased emissions indirectly caused by development allowed under NCRS would contribute to regional air pollution, as discussed in the Cumulative Impacts section, local concentrations of CO would not violate standards in the Polk Street district in 1995.



SACRAMENTO
PROPOSED ZONING

Figure 41

⇦
0 50 100

— NCD BOUNDARY
▒ ADDITIONS

Except as noted, EXISTING ZONING is C-2

1. Setting

Location and Physical Scale. The Sacramento Street neighborhood commercial district is located in the Presidio Heights neighborhood in north central San Francisco between Pacific Heights and the Inner Richmond (Refer to the Sacramento NCD Map, Figure 41, previous page). The commercial area lies between Lyon and Spruce Streets and also includes a portion of Presidio Avenue between Sacramento and California Streets. The district exhibits a small to moderate building scale, with over 80% of the buildings of two- to three-stories in height.

Land Use. Sacramento Street functions as a small-scale linear shopping area. The daytime-oriented retail district's stores provide a limited array of convenience goods and services to the nearby Presidio and Laurel Heights neighborhoods, and comparison shopping items and services (e.g. clothing stores, antique stores, and hair salons) to a higher-income citywide clientele. In recent years, more specialty boutiques and salons have entered the district, replacing grocery stores, book and stationery stores, and some institutional uses, thus diminishing the retail diversity in the district. Altogether, the district contains about 240 retail uses, about a dozen of which are eating and drinking establishments. Evening activity in the district is limited to one movie theater and some restaurants near the corner of Presidio Avenue.

Over the last fifteen years, the numbers of medical and business offices (about 70 medical and 40 business offices) have increased dramatically, to comprise about 45% of the commercial uses in the district. The great demand for medical and business office space in the district, due to proximity to hospitals, has led to higher rents.

The Sacramento Street district contains about 300 residential units, about 40 of which are at the first story, 125 at the second story, and 135 at the third story and above. Many (75%) of the housing units are in purely residential buildings and/or buildings of four or more units, which are interspersed among the commercial, institutional, and mixed-use buildings on the street. From 1979 to 1983, there was a net increase in the housing stock, resulting from the new construction of 150 housing units for senior citizens at Menorah Park (99 of which are in the district), while 13 dwelling units were converted to commercial use.

Transportation. Sacramento Street is a narrow, two-lane street with 182 on-street parking spaces (137 metered, 24 unmetered, and 21 zoned). Although garages are available nearby, no public off-street spaces are available on Sacramento Street itself. The City Planning Department's 1986 Neighborhood Parking Plan reveals a shortage of on-street spaces at peak times, though the shortage is not as severe as in other neighborhood commercial districts. Vehicles are often parked in surrounding residential areas (despite the existing preferential parking regulations in those residential areas). During morning hours, freight loading and other private vehicles are often double parked, further aggravating parking and traffic problems. The nearby Children's and Marshall Hale Hospitals generate parking demand as well. Transit service to the district is provided by the east-west 1-California, 3-Jackson, and 4-Sutter lines, and the crosstown, north-south 43-Masonic line.

2. Existing and Proposed Controls

Existing Controls. The current permanent zoning for this portion of Sacramento Street is C-2. C-2 controls are displayed in Table II-1 in Chapter II. The permanent C-2 zoning prescribes development within the 40-foot height limit and requires rear yards at residential levels only. The C-2 zoning permits most commercial, institutional and residential uses on all stories by right or as conditional uses, both in new construction and by conversion of other uses. Commercial floor area ratio is 3.6 to 1. Off-street parking requirement for general retail and office uses is one space for each 500 square feet of occupied floor area over 5,000 sq. ft., up to 20,000 sq. ft.; one space for each 250 sq. ft. over 20,000 sq. ft. Permitted residential density is that of the nearest R district (minimum one unit for each 800 sq. ft. of lot area). Problems caused by proliferation of certain uses which threatened to disturb the mixed balance of businesses led to establishment of a Special Use District for Sacramento Street in 1980. Interim neighborhood

TABLE III-53 SACRAMENTO

SEC. 724.
SACRAMENTO STREET NEIGHBORHOOD COMMERCIAL DISTRICT
ZONING CONTROL TABLE

No.	Zoning Category	§ References	SEC. 724. Sacramento Street Controls
BUILDING STANDARDS			
.10	Height and Bulk	§§ 102.11,105, 106,250-252,260, 270,271	40-X
.11	Lot Size *[Per Development]*	§§ 790.56,121.1	P up to 4999 sq.ft., C 5000 sq.ft. & above § 121.1
.12	Rear Yard	§§ 130,134,136	Required at grade level and above § 134(a)(e)
.13	Street Frontage	.	Required § 145.1
.14	Awning	§ 790.20	P § 136.1(a)
.15	Canopy	§ 790.26	P § 136.1(b)
.16	Marquee	§ 790.58	P § 136.1(c)
.17	Street Trees		Required § 143
COMMERCIAL AND INSTITUTIONAL STANDARDS AND USES			
.20	Floor Area Ratio	§§ 102.8,102.10, 123	1.5 to 1 § 124(a)(b)
.21	Use Size *[Non-Residential]*	§ 790.130	P up to 2499 sq.ft., C 2500 sq.ft. & above § 121.2
.22	Off-Street Parking, Commercial and Institutional	§§ 150,153-157, 159-160,204.5	Generally, none required if occupied floor area is less than 5000 sq.ft. §§ 151,161(g)
.23	Off-Street Freight Loading	§§ 150,153-155 204.5	Generally, none required if gross floor area is less than 10,000 sq.ft. §§ 152,161(b)
.24	Outdoor Activity Area	§ 790.70	P in front; C elsewhere § 145.2(a)
.25	Drive-Up Facility	§ 790.30	
.26	Walk-Up Facility	§ 790.140	P if recessed 3 ft.; C otherwise § 145.2(b)
.27	Hours of Operation	§ 790.48	P: 6 a.m. - 12 a.m. C: 12 a.m. - 2 a.m
.30	General Advertising Sign	§§ 262,602-604, 608.1-.10,609	
.31	Business Sign	§§ 262,602-604, 608.1-.10,609	P § 607.1(f)2
.32	Other Signs	§§ 262,602-604, 608.1-.10,609	P § 607.1(c)(d)(g)

No.	Zoning Category	§ References	Controls by Story 1st	2nd	3rd +
		§ 790.118			
.38	Residential Conversion	§ 790.84	P		
.39	Residential Demolition	§ 790.86	C	C	C
Retail Sales and Services					
.40	Other Retail Sales and Services *[Not Listed Below]*	§ 790.102	P	C	
.41	Bar	§ 790.22	C		
.42	Full-Service Restaurant	§ 790.92	C		
.43	Small Fast Food Restaurant	§ 790.90	C		
.44	Large Fast Food Restaurant	§ 790.91			
.45	Take-Out Food	§ 790.122	C		
.46	Movie Theater	§ 790.64	P		
.47	Adult Entertainment	§ 790.36			
.48	Other Entertainment	§ 790.38	C		
.49	Financial Service	§ 790.110	C		
.50	Limited Financial Service	§ 790.112	C		
.51	Medical Service	§ 790.114		P	
.52	Personal Service	§ 790.116	P	P	
.53	Business or Professional Service	§ 790.108	C	P	
.54	Massage Establishment	§ 790.60 § 2700 Police Code			
.55	Tourist Hotel	§ 790.46	C	C	
.56	Automobile Parking	§§ 790.8,156,160	C	C	C

No.	Zoning Category	§ References	SEC. 724. Sacramento Street Controls by Story 1st	2nd	3rd +
.57	Automotive Gas Station	§ 790.14			
.58	Automotive Service Station	§ 790.17			
.59	Automotive Repair	§ 790.15			
.60	Automotive Wash	§ 790.18			
.61	Automobile Sale or Rental	§ 790.12			
.62	Animal Hospital	§ 790.6	C		
.63	Ambulance Service	§ 790.2			
.64	Mortuary	§ 790.62			
.65	Trade Shop	§ 790.124	P	C	
.66	Storage	§ 790.117			
Institutions and Non-Retail Sales and Services					
.70	Administrative Service	§ 790.106			
.80	Hospital or Medical Center	§ 790.44			
.81	Other Institutions	§ 790.50	P	C	C
.82	Public Use	§ 790.80	C	C	C
RESIDENTIAL STANDARDS AND USES					
.90	Residential Use	§ 790.88	P	P	P
.91	Residential Density, Dwelling Units	§§ 207,207.1, 790.88(a)	Generally, 1 unit per 800 sq.ft. lot area § 207.4		
.92	Residential Density, Group Housing	§§ 207.1,790.88(b)	Generally, 1 bedroom per 275 sq.ft. lot area § 208		
.93	Usable Open Space *[Per Residential Unit]*	§§ 135,136	Generally, either 100 sq.ft. if private, or 133 sq.ft. if common § 135(d)		
.94	Off-Street Parking, Residential	§§ 150,153-157, 159-160,204.5	Generally, 1 space per unit §§ 151,161(a)(g)		
.95	Community Residential Parking	§ 790.10	C	C	C

commercial controls for the district, which anticipated the permanent controls now proposed, were imposed in 1985.

Proposed Controls. The controls proposed for the Sacramento Street district, as shown in Table III-53, are designed to allow for growth opportunities for development that is compatible with the surrounding low-density residential neighborhood. Generally, new commercial development would be permitted in the first two stories, with residential use permitted at all stories. Commercial floor area ratio would be 1.5 to 1. Existing residential units would be protected at the second story and above by prohibiting conversions. Medical and business office growth is directed to the second story, with the former prohibited at the ground story and the latter a conditional use at the ground story. Eating and drinking uses would be monitored by requiring conditional review for bars, full-service restaurants, take-out food, and small fast food establishments. Large fast food uses would be prohibited. Drive-up facilities and most automobile uses would be prohibited. To preserve the fine-grained built character of the district, new non-residential uses greater than 2500 square feet would be subject to conditional use review, as would all proposed new development on lots greater than 5,000 square feet. Rear yard requirements at the grade level and above would preserve a buffer zone to help protect surrounding residents from potential problematic uses. The daytime orientation of the district would be encouraged by permitting commercial uses to operate until 12 midnight, requiring conditional use review of hours from 12 a.m. to 2 a.m., and prohibiting hours of operation between 2 a.m. and 6 a.m.

3. Impacts

Land Use. Soft-site estimates and analysis for the Sacramento Street District, summarized in Table III-54 (next page), show a number of potential conversions and changes in uses and some possible new construction due to redevelopment of sites.

TABLE III-54
ESTIMATES OF 10-YEAR DEVELOPMENT POTENTIAL, SACRAMENTO STREET NEIGHBORHOOD COMMERCIAL DISTRICT

[All Figures are in Gross Square Feet Except Residential Units (Shown in Parentheses)]

	–1– Eating/ Drinking	–2– Retail	–3– Office	–4– Total 1–3	–5– Other[1]	–6– Vacant[2]	–7– Total Non-Residential	–8– Residential Sq.Ft. (Units)		–9– Total Sq.Ft.
Existing Land Use:	16,700	188,600	160,200	365,500	10,600	22,000	398,100	324,100	(311)	722,200
Under Existing Zoning:										
New Construction[3]	+200	+2,700	+9,100	+12,000	+6,200	–9,100	+9,100	0	(0)	+9,100
Conversions of Use	+700	+13,300	+90,100	+104,100	–7,500	0	+96,600	–75,900	(–56)	+20,700
Total Change	**+900**	**+16,000**	**+99,200**	**116,100**	**–1,300**	**–9,100**	**+105,700**	**–75,900**	**(–56)**	**+29,800**
Potential Land Use	17,600	204,600	259,400	481,600	9,300	12,900	503,800	248,200	(255)	752,000
% Change–Land Use	+5%	+9%	+62%	+32%	–12%	–41%	+27%	–23%	–18%	+4%
Under Proposed Zoning:										
New Construction[3]	+200	+4,200	0	+4,400	+2,400	–9,100	–2,300	+6,700	(+8)	+4,400
Conversions of Use	+700	+16,100	+11,100	+27,900	–7,000	0	+20,900	0	(+3)	+20,900
Total Change	**+900**	**+20,300**	**+11,100**	**+32,300**	**–4,600**	**–9,100**	**+18,600**	**+6,700**	**(+11)**	**+25,300**
Potential Land Use	17,600	208,900	171,300	397,800	6,000	12,900	416,700	330,800	(322)	747,500
% Change–Land Use	+5 %	+11%	+7%	+9%	–43%	–41%	+5%	+2%	+4%	+4%

NOTES: [1] Other = Non-Intensive Retail such as Paved Parking Lots, Non-Accessory Storage, etc.; Auto Garages and Service Stations; and Institutional Uses such as Churches, Schools, and Hospitals.

[2] Vacant = Vacant Lots and Vacant Commercial Spaces.

[3] New Construction = Construction and Demolition.

Square footage totals in rows and columns do not balance due to changes in building envelopes on lots, area taken up by rounding, and other factors.

All land use estimates are approximate.

Development patterns resulting under proposed zoning controls differ from those which could result under existing C-2 zoning. A comparison of net predicted development figures suggests the following:

- Total new commercial space could be somewhat over one-quarter the square footage under proposed zoning than existing zoning (32,300 vs. 116,100 square feet).

- Proposed zoning could permit about 10% of the office space development that could occur under existing zoning (11,100 vs. 99,200 square feet) because of proposed limitations on office uses at the ground story and prohibition of upper story residential conversions.

- A net loss of dwelling units (reflecting new units built minus units converted to commercial uses) under existing controls could occur, while a net gain of units could occur under proposed zoning.

Overall commercial development would occur incrementally over the ten-year time frame at about one-quarter the rate under proposed zoning as under existing zoning controls.

Transportation. Table III-55 presents projected new peak period trip ends by mode, based on the estimated development potential calculated for the Sacramento Street District.

TABLE III-55

SACRAMENTO STREET DISTRICT

PROJECTED NEW PEAK PERIOD* TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	29 Vehicle Trip Ends	19 Vehicle Trip Ends
MUNI:	26 MUNI Trip Ends	17 MUNI Trip Ends
Walk:	149 Walking Trip Ends	96 Walking Trip Ends
New Parking Demand:	5 Spaces	3 Spaces

*Peak Period for Sacramento Street is Saturday afternoon, 1:00 - 4:00 p.m.

Proposed controls would allow additional commercial development, which would lead to a negligible increase in the on-street parking shortage. The proposed zoning's restrictions on types of uses which tend to attract automobile trips, such as automobile-serving and drive-up businesses, would tend to hold down the number of such trips. The net new housing units would add a negligible number of trips during commercial peak periods, and would not add measurably to the on-street parking shortage because of required off-street parking (one space per unit). The increment of parking demand over the next 10 years should not be discernible to residents and users of the area. The small additional number of vehicle trips, spread over a three-hour peak period, would not perceptibly increase traffic congestion or interference with transit operations. The small number of additional MUNI trips, spread over the three-hour peak period and a number of transit lines, would not cause line capacities to be exceeded. Therefore it is concluded that the additional increment of traffic, parking demand, and transit ridership will not be significant with the proposed project.

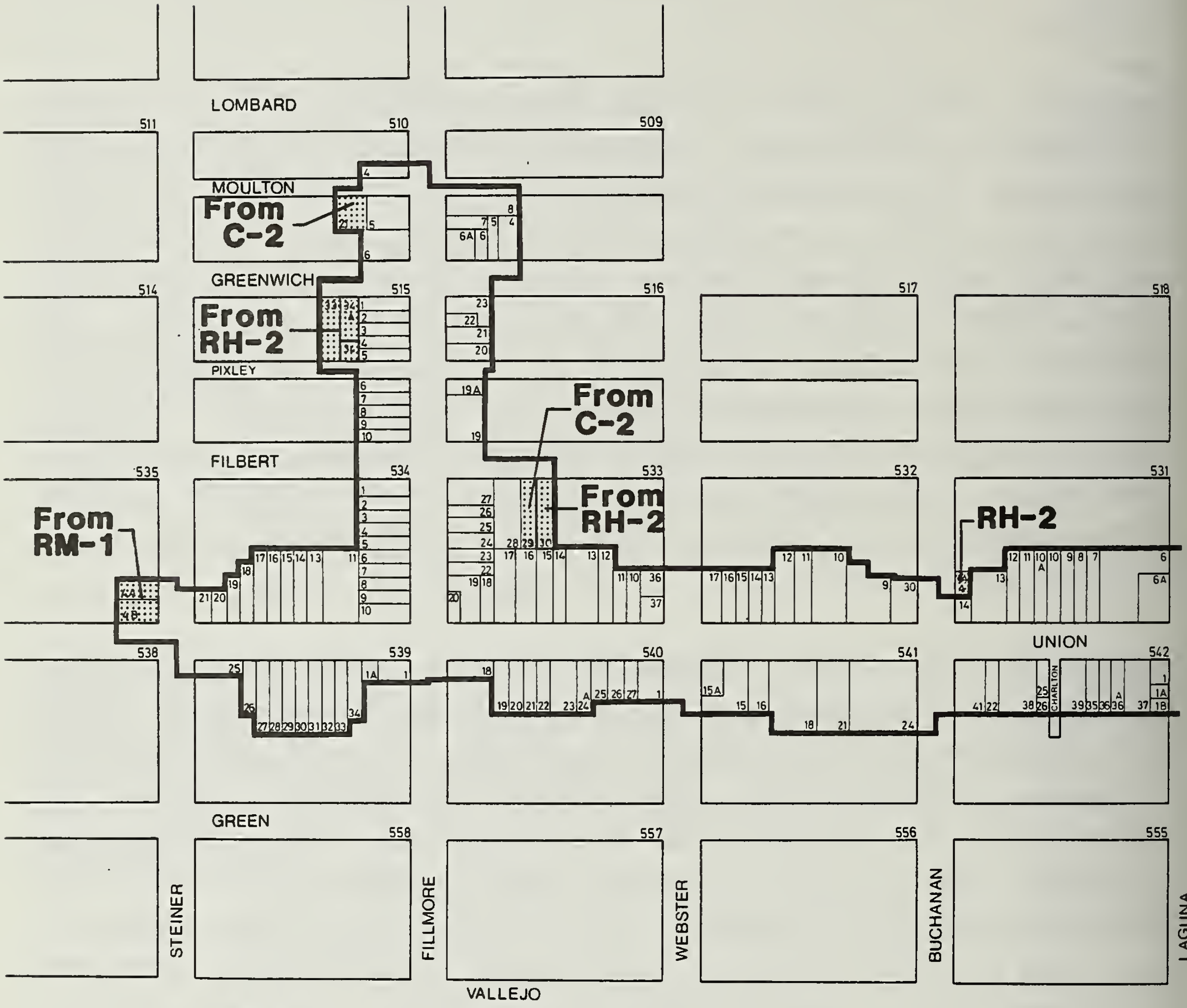
Existing parking problems could be mitigated by present and foreseeable measures which will tend to improve the parking situation. Refer to the Mitigation section of this report (pages V-7 to V-12) for a discussion of general measures applicable to all neighborhood commercial districts to improve parking.

UNION STREET NEIGHBORHOOD COMMERCIAL DISTRICT

1. Setting

Location and Physical Scale. The Union Street commercial district is located in northern San Francisco along the boundary of the Marina and Pacific Heights neighborhoods. The principal shopping area along Union Street is located between Van Ness Avenue and Steiner Streets, and on Fillmore Street between Union and Greenwich Streets, encompassing approximately 11 blocks of retail frontage (Refer to Union Street NCD Map, Figure 42, next pages). The continuous street rhythm of Union Street is maintained by a building wall of predominantly two- and three-story structures. The approximately 25 one-story buildings represent about the only development opportunities in the Union Street district. The majority of rear lots are used for commercial purposes and the numerous retail stores in these rear lot areas attest to the demand for more commercial space.

Land Use. The Union Street shopping area provides limited convenience goods for the residents of sections of the Cow Hollow, Marina, and Pacific Heights neighborhoods immediately surrounding the street. In recent years the level of business activity along Union Street has increased tremendously, particularly in the growth of upper story office uses. The street has been transformed into a citywide specialty shopping, eating and drinking, and entertainment district, involving loss of neighborhood-oriented commercial uses. Some 55 eating and drinking establishments, occupying approximately 22% of the ground floor commercial frontage, have led to a dramatic increase in the level of nighttime activity, vandalism, noise, garbage on the streets, and a shortage of parking spaces in adjacent residential neighborhoods. Union Street is an intensely developed retail street, with retail stores on the first, second and third stories as well as in rear yards and basements. Of the 600 or so total commercial uses, about 225 retail sales and 80 retail service uses occupy 75% of the total ground story linear commercial frontage in the district, with about 20 retail sales and 275 retail service uses in the upper stories. There are about 200 professional, realty, and business offices, and six financial institutions. Among the numerous other retail uses are many womens' clothing stores, art galleries and antique stores.



UNION

PROPOSED ZONING

Figure 42

— **NCD BOUNDARY**
░ **ADDITIONS**
▒ **DELETIONS**

Except as noted, EXISTING ZONING is C-2 with Permanent S.U.D.

DELETE UNION STREET S.U.D.

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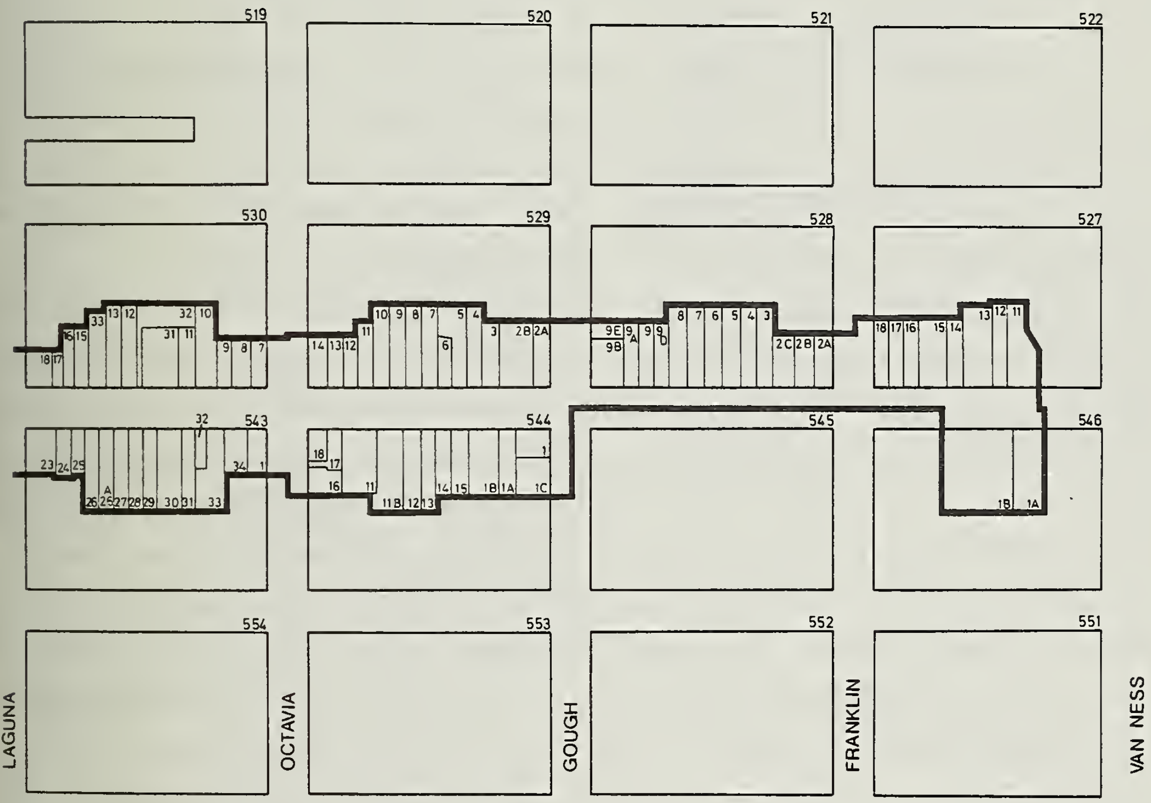
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FRANKLIN
VAN NESS

A great number of residential units have been converted to offices and other commercial establishments over the last two decades, although there are over 300 residential units still in the district. About half are located at the second story while about one-third are at the third story.

Transportation. Due to the intense daytime and nighttime commercial activity along Union Street, there is a large demand for on-street parking spaces. The district has approximately 525 on-street parking spaces, about 310 of which are metered while another 38 are in a colored zone indicating temporary parking. An additional 315 spaces (approximately) are provided off-street. The district has three public parking garages or lots. Due to its proximity to Lombard Street, a major arterial street, Union Street does not carry a great deal of east-west through traffic. Most traffic congestion is caused by cars queuing for parking spaces. If off-street parking is taken into account, supply and demand for spaces is in reasonable balance, according to the Planning Department's 1986 Neighborhood Parking Plan. However, many drivers in the district exhibit a preference for illegal on-street parking even when off-street space is available (due to perceived expense and inconvenience of off-street spaces), leading to considerable traffic congestion and interference with transit service due to parking in bus zones, double parking, and vehicles waiting for on-street spaces. In recognition of overall parking shortages in the greater Marina/Cow Hollow area, the City Planning Department's 1986 Neighborhood Parking Plan ranks the Union/Lombard/Chestnut area as the neighborhood commercial district with the fourth worst parking problem in the city. A 150-space parking garage, under construction at the Yerba Buena School site, on the block bounded by Lombard, Fillmore, Webster and Moulton Streets, may help alleviate the parking problem.

Transit access from the district to other parts of the city is very good. Both the 41-Union and 45-Union/Van Ness run the length of the entire district, connecting it with downtown. The 22-Fillmore provides crosstown service through the district, linking the Marina, Pacific Heights, Western Addition, Mission, and Potrero Hill districts.

TABLE III-56 UNION

SEC. 725.
UNION STREET NEIGHBORHOOD COMMERCIAL DISTRICT ZONING CONTROL TABLE

No.	Zoning Category	§ References	SEC. 725. Union Street Controls
BUILDING STANDARDS			
.10	Height and Bulk	§§ 102.11,105, 106,250-252,260, 270,271	40-X
.11	Lot Size *[Per Development]*	§§ 790.56,121.1	P up to 4999 sq.ft., C 5000 sq.ft. & above § 121.1
.12	Rear Yard	§§ 130,134,136	Required at the second story and above and at all residential levels § 134(a)(e)
.13	Street Frontage		Required § 145.1
.14	Awning	§ 790.20	P § 136.1(a)
.15	Canopy	§ 790.26	P § 136.1(b)
.16	Marquee	§ 790.58	P § 136.1(c)
.17	Street Trees		Required § 143
COMMERCIAL AND INSTITUTIONAL STANDARDS AND USES			
.20	Floor Area Ratio	§§ 102.8,102.10, 123	2.5 to 1 § 124(a)(b)
.21	Use Size *[Non-Residential]*	§ 790.130	P up to 2499 sq.ft., C 2500 sq.ft. & above § 121.2
.22	Off-Street Parking, Commercial and Institutional	§§ 150,153-157, 159-160,204.5	Generally, none required if occupied floor area is less than 5000 sq.ft. §§ 151,161(g)
.23	Off-Street Freight Loading	§§ 150,153-155 204.5	Generally, none required if gross floor area is less than 10,000 sq.ft. §§ 152,161(b)
.24	Outdoor Activity Area	§ 790.70	P in front; C elsewhere § 145.2(a)
.25	Drive-Up Facility	§ 790.30	
.26	Walk-Up Facility	§ 790.140	P if recessed 3 ft.; C otherwise § 145.2(b)
.27	Hours of Operation	§ 790.48	P: 6 a.m. - 2 a.m. C: 2 a.m. - 6 a.m.
.30	General Advertising Sign	§§ 262,602-604, 608.1-.10,609	
.31	Business Sign	§§ 262,602-604, 608.1-.10,609	P § 607.1(f)2
.32	Other Signs	§§ 262,602-604, 608.1-.10,609	P § 607.1(c)(d)(g)

No.	Zoning Category	§ References	SEC. 725. Union Street Controls by Story 1st	2nd	3rd +
		§ 790.118			
.38	Residential Conversion	§ 790.84	P	C	C
.39	Residential Demolition	§ 790.86	C	C	C
Retail Sales and Services					
.40	Other Retail Sales and Services *[Not Listed Below]*	§ 790.102	P	P	
.41	Bar	§ 790.22			
.42	Full-Service Restaurant	§ 790.92			
.43	Small Fast Food Restaurant	§ 790.90			
.44	Large Fast Food Restaurant	§ 790.91			
.45	Take-Out Fodd	§ 790.122			
.46	Movie Theater	§ 790.64	P		
.47	Adult Entertainment	§ 790.36			
.48	Other Entertainment	§ 790.38	C		
.49	Financial Service	§ 790.110	C		
.50	Limited Financial Service	§ 790.112	P		
.51	Medical Service	§ 790.114	P	P	C
.52	Personal Service	§ 790.116	P	P	C
.53	Business or Professional Service	§ 790.108	P	P	C
.54	Massage Establishment	§ 790.60 § 2700 Police Code			
.55	Tourist Hotel	§ 790.46	C	C	C
.56	Automobile Parking	§§ 790.8,156,160	C	C	C
.57	Automotive Gas Station	§ 790.14			
.58	Automotive Service Station	§ 790.17			
.59	Automotive Repair	§ 790.15			
.60	Automotive Wash	§ 790.18			
.61	Automobile Sale or Rental	§ 790.12			
.62	Animal Hospital	§ 790.6	C		
.63	Ambulance Service	§ 790.2			
.64	Mortuary	§ 790.62			
.65	Trade Shop	§ 790.124	P	C	
.66	Storage	§ 790.117			
Institutions and Non-Retail Sales and Services					
.70	Administrative Service	§ 790.106			
.80	Hospital or Medical Center	§ 790.44			
.81	Other Institutions	§ 790.50	P	C	C
.82	Public Use	§ 790.80	C	C	C
RESIDENTIAL STANDARDS AND USES					
.90	Residential Use	§ 790.88	P	P	P
.91	Residential Density, Dwelling Units	§§ 207,207.1, 790.88(a)	Generally, 1 unit per 600 sq.ft. lot area § 207.4		
.92	Residential Density, Group Housing	§§ 207.1,790.88(b)	Generally, 1-bedroom per 210 sq.ft. lot area § 208		
.93	Usable Open Space *[Per Residential Unit]*	§§ 135,136	Generally, either 80 sq.ft. if private, or 100 sq.ft. if common § 135(d)		
.94	Off-Street Parking, Residential	§§ 150,153-157, 159-160,204.5	Generally, 1 space per unit §§ 151,161(a)(g)		
.95	Community Residential Parking	§ 790.10	C	C	C

2. Existing and Proposed Controls

Existing Controls. Under existing permanent C-2 zoning, a wide range of commercial uses is permitted in the Union Street District, generally on all stories. Commercial floor area ratio is 3.6 to 1. Off-street parking requirement for general retail and office uses is one space for each 500 square feet of occupied floor area over 5,000 sq. ft., up to 20,000 sq. ft.; one space for each 250 sq. ft. over 20,000 sq. ft. Permitted residential density is that of the nearest R district (minimum one unit for each 800 sq. ft. of lot area). Refer to Table II-1 in Chapter II for a summary of C-2 requirements. Problems caused by proliferation of eating and drinking places and financial institutions and conversion of upper story residences to commercial uses led to establishment of a Special Use District for the district in 1980. The Special Use District controls, which are still in effect, require commercial uses exceeding 2500 square feet and 30 feet of frontage to be approved by the Zoning Administrator, and set density thresholds for certain uses such as financial institutions, bars, restaurants, fast food establishments, liquor stores, and places of entertainment. Cabarets, dance halls, and hotels require approval by the City Planning Commission. Interim controls for the district which approximate the proposed NCRS zoning have also been in effect since March, 1985. The proposed zoning would replace both interim controls and the Union Street Special Use District.

Proposed Controls. Table III-56 (previous page) presents the proposed controls for the Union Street district. Under the proposed zoning, the district would maintain its dense, mixed-use character by permitting most commercial uses at the first two stories and requiring conditional use review for third story medical, personal, or business services. Commercial floor area ratio would be 2.5 to 1. In existing buildings, commercial growth by conversions of residential units would be monitored by conditional use review at the second and third stories. In order to maintain convenience stores and protect adjacent livability, additional eating and drinking establishments would be prohibited and entertainment and major financial service uses would be limited under conditional use review. To promote continuous retail frontage, drive-up and most automobile uses would be prohibited. To preserve the fine-grained built character of the district, non-residential uses would

TABLE III–57
ESTIMATES OF 10–YEAR DEVELOPMENT POTENTIAL, UNION STREET NEIGHBORHOOD COMMERCIAL DISTRICT

[All Figures are in Gross Square Feet Except Residential Units (Shown in Parentheses)]

	– 1 – Eating/ Drinking	– 2 – Retail	– 3 – Office	– 4 – Total 1–3	– 5 – Other[1]	– 6 – Vacant[2]	– 7 – Total Non–Residential	– 8 – Residential Sq.Ft. (Units)		– 9 – Total Sq.Ft.
Existing Land Use:	82,700	344,900	229,600	657,200	19,800	28,700	705,700	368,600	(366)	1,074,300
Under Existing Zoning:										
New Construction[3]	+1,800	+13,100	–100	+14,700	0	0	+14,700	0	(0)	+14,700
Conversions of Use	+7,000	+13,100	+62,900	+83,000	–19,800	0	+63,200	–56,200	(–47)	+7,000
Total Change	**+8,800**	**+26,200**	**+62,800**	**+97,700**	**–19,800**	**0**	**+77,900**	**–56,200**	**(-47)**	**+21,700**
Potential Land Use	91,500	371,100	292,400	754,900	0	28,700	783,600	312,400	(319)	1,096,000
% Change–Land Use	**+11%**	**+8%**	**+27%**	**+15%**	**–100%**	**0%**	**+11%**	**–15%**	**–13%**	**+2%**
Under Proposed Zoning:										
New Construction[3]	0	+11,200	–1,100	+10,100	0	0	+10,100	0	(0)	+10,100
Conversions of Use	0	+13,500	+30,300	+43,800	–19,800	0	+24,000	–23,800	(–20)	+200
Total Change	**0**	**+24,700**	**+29,200**	**+53,900**	**–19,800**	**0**	**+34,100**	**–23,800**	**(–20)**	**+10,300**
Potential Land Use	82,700	369,600	258,800	711,100	0	28,700	739,800	344,800	(346)	1,084,600
% Change–Land Use	**0%**	**+7%**	**+13%**	**+8%**	**–100%**	**0%**	**+5%**	**–6%**	**–5%**	**+1%**

NOTES:

[1] Other = Non–Intensive Retail such as Paved Parking Lots, Non–Accessory Storage, etc.; Auto Garages and Service Stations; and Institutional Uses such as Churches, Schools, and Hospitals.

[2] Vacant = Vacant Lots and Vacant Commercial Spaces.

[3] New Construction = Construction and Demolition.

Square footage totals in rows and columns do not balance due to changes in building envelopes on lots, area taken up by rounding, and other factors.

All land use estimates are approximate.

be subject to conditional use review if greater than 2500 square feet; as would all proposed new development on lots greater than 5,000 square feet. Proposed residential density standard would be that of the nearest R district, minimum one unit for every 600 sq. ft. of lot area (1:600).

3. Impacts

Land Use. Soft-site estimates and analysis for the Union Street District, summarized in Table III-57 (previous page), show a number of potential conversions and changes in uses and some possible new construction due to redevelopment of sites. Development patterns resulting under proposed zoning controls differ from those which could result under existing C-2 zoning:

- Total new commercial space could be somewhat over one-half (55%) of the square footage under proposed zoning than existing zoning (53,800 vs. 97,700 square feet).

- Proposed zoning could permit slightly less than one-half (46%) of the office space development that could occur under existing zoning (29,200 vs. 62,800 square feet) because of proposed limitations on conversions of upper story residences.

- Under proposed controls, no net change in square footage of eating and drinking establishments would be expected, because the controls would prohibit new such uses, whereas under existing zoning about 8800 square feet of additional area occupied by eating and drinking establishments could be expected.

- Conversion of residences to commercial uses could claim less than one-half the number of units under proposed controls than under existing controls (20 units under proposed zoning vs. 47 under existing zoning).

Overall commercial development would occur incrementally over the ten-year time frame at about one-half the rate under proposed zoning as under existing zoning controls.

Transportation. Table III-58 presents projected new peak period trip ends by mode, based on the development potential estimates calculated for the Union Street District.

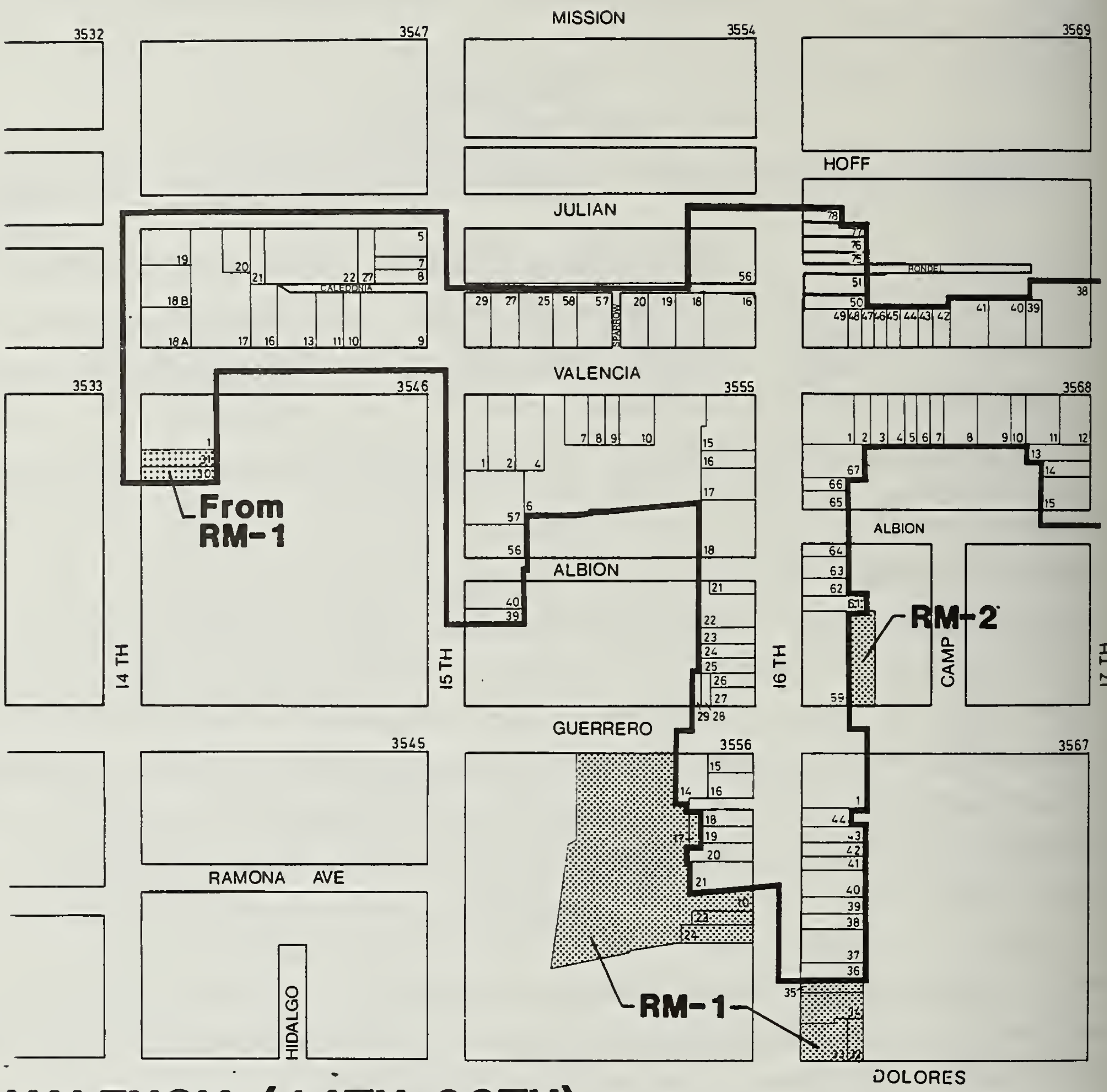
TABLE III-58
UNION STREET DISTRICT
PROJECTED NEW PEAK PERIOD* TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	89 Vehicle Trip Ends	9 Vehicle Trip Ends
MUNI:	68 MUNI Trip Ends	7 MUNI Trip Ends
Walk:	174 Walking Trip Ends	18 Walking Trip Ends
New Parking Demand:	45 Spaces	5 Spaces

*Peak Period for Union Street is Friday/Saturday evenings, 7:00 - 9:00 p.m.

Proposed controls would allow additional commercial development, which would lead to a slight increase in the on-street parking shortage. The increase would be considerably less than that which would be expected to occur under existing controls, because the proposed controls would limit conversion of upper story residences to commercial uses and prohibit new eating and drinking uses, which generate proportionately greater numbers of trips. Furthermore, the proposed zoning's restrictions on types of uses which tend to attract automobile trips, such as automobile-serving and drive-up businesses, would tend to hold down the number of such trips. The increment of parking demand over the next 10 years should not be discernible to residents and users of the area. The small additional number of vehicle trips, spread over a two-hour peak period, would not perceptibly increase traffic congestion or interference with transit operations. The small number of additional MUNI trips, spread over the two-hour peak period and a number of transit lines, would not cause line capacities to be exceeded. Therefore it is concluded that the additional increment of traffic, parking demand, and transit ridership will not be significant with the proposed project.

Existing parking problems could be mitigated by present and foreseeable measures which will tend to improve the parking situation. Refer to the Mitigation section of this report (pages V-7 to V-12) for a discussion of specific measures for the Union Street District and general measures applicable to all neighborhood commercial districts to improve parking.



VALENCIA (14TH-20TH)

PROPOSED ZONING

Figure 43

▬ NCD BOUNDARY
▨ ADDITIONS
▨ DELETIONS

Except as noted, EXISTING ZONING is C-M

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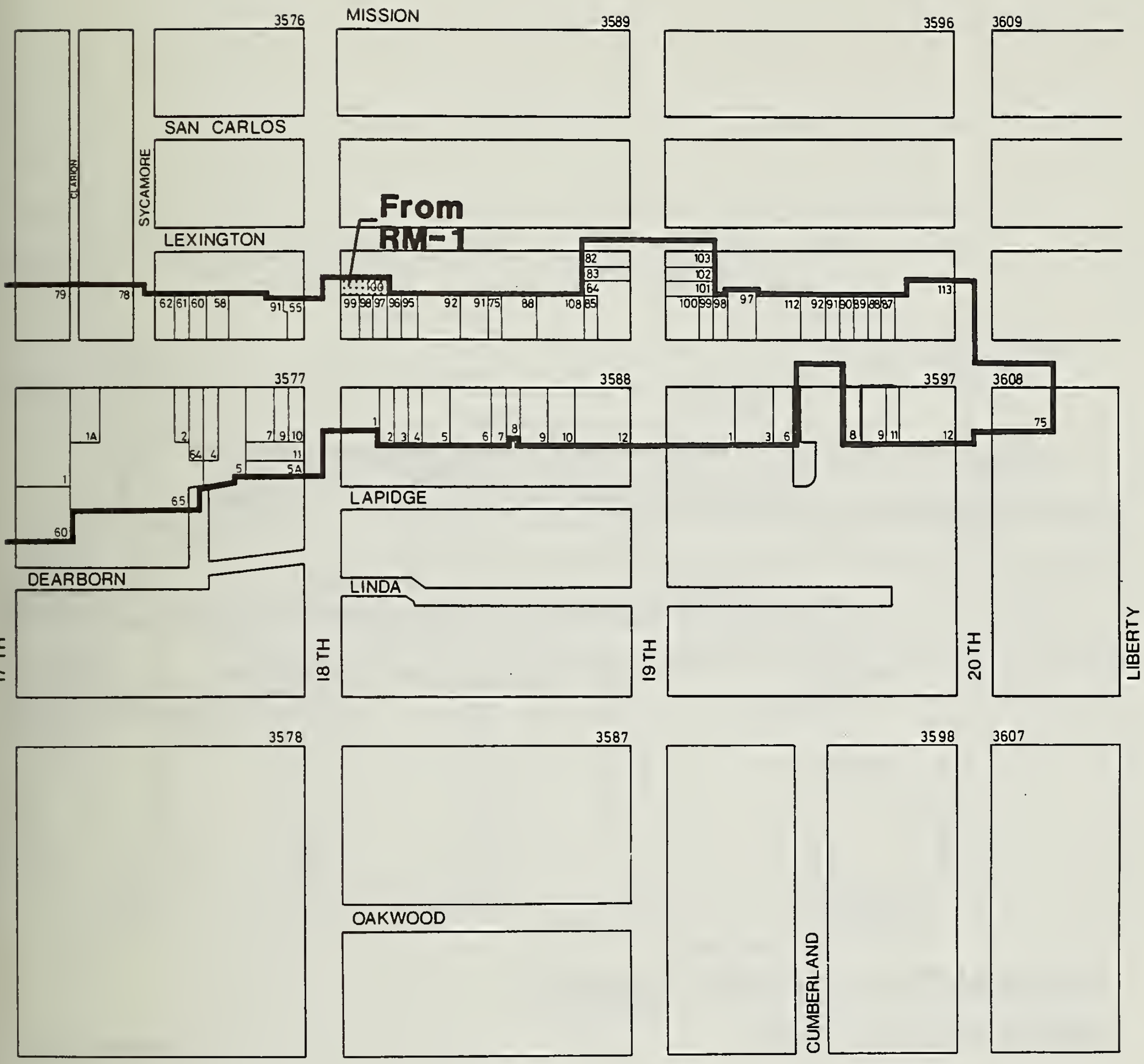
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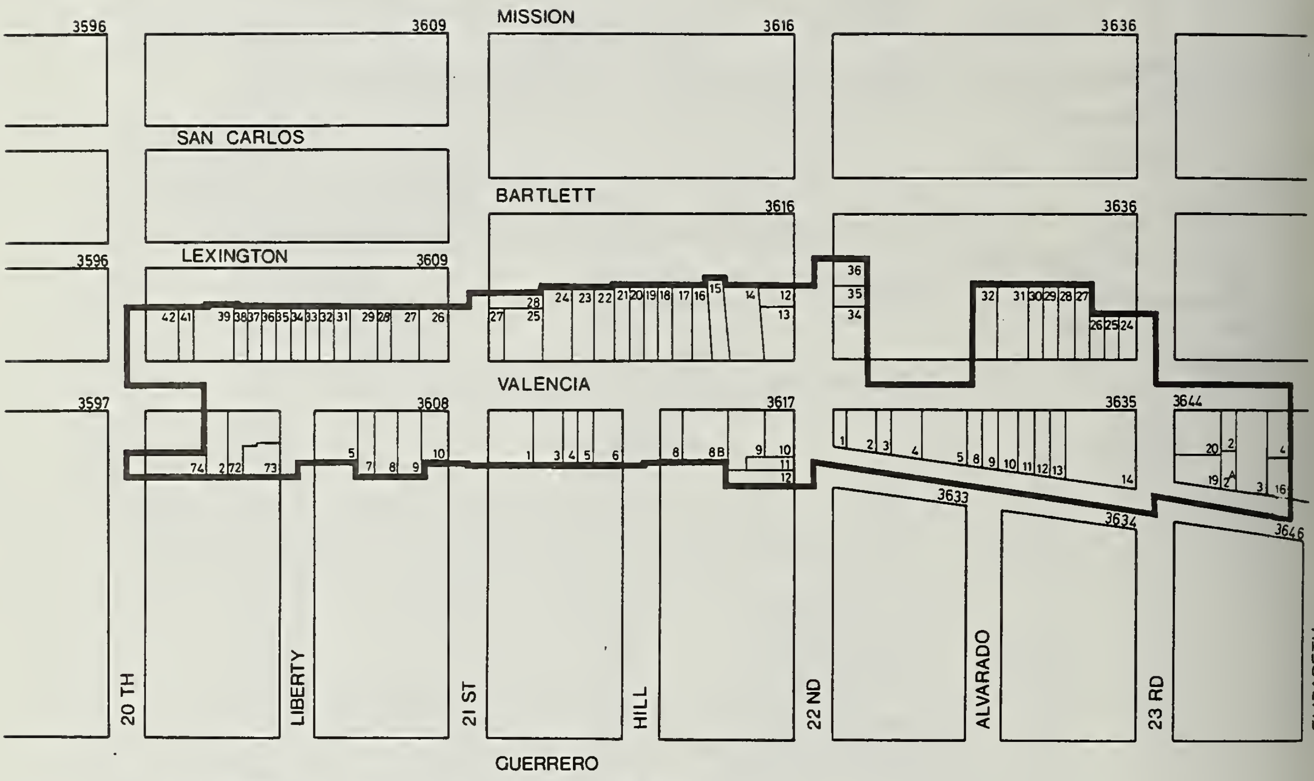

VALENCIA (20TH-ARMY)

PROPOSED ZONING

Figure 44

▬ **NCD BOUNDARY**

░ **ADDITIONS**

▒ **DELETIONS**

Except as noted, EXISTING ZONING is C-2

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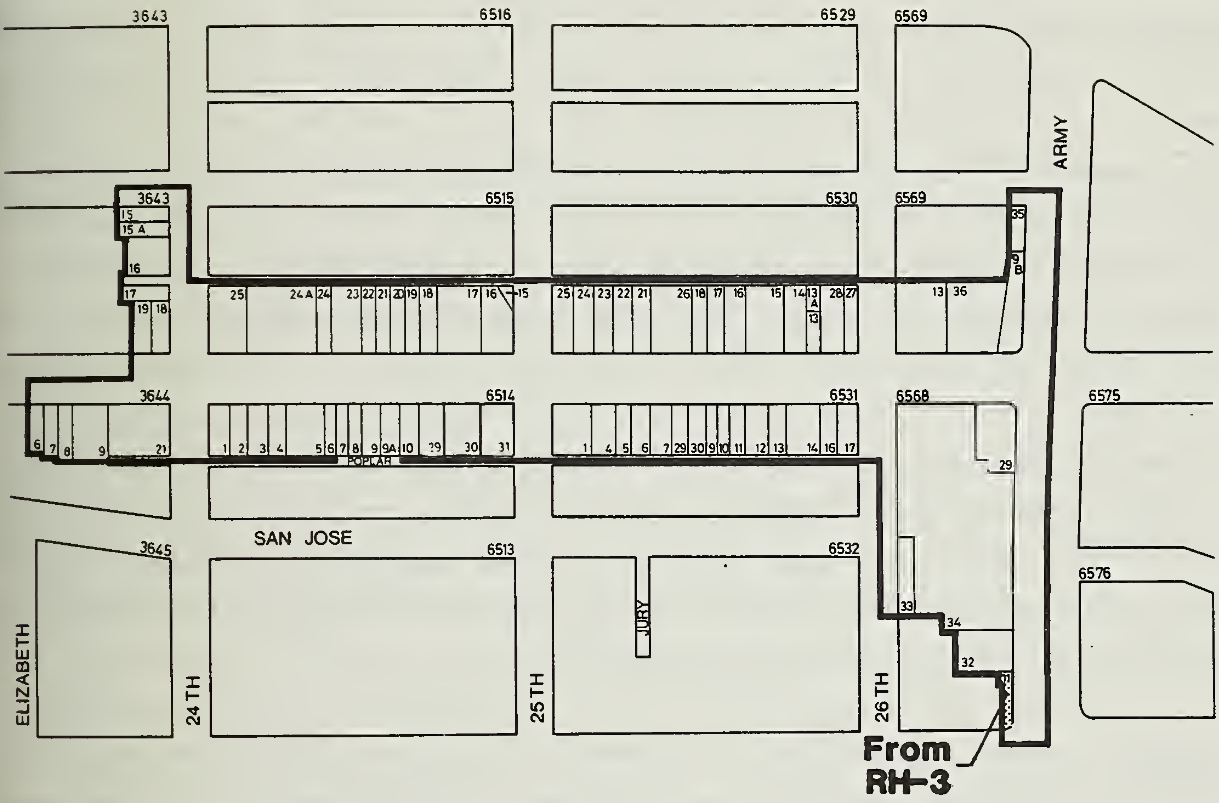

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1. Setting

Location and Physical Scale. The Valencia Street commercial district is located near the center of San Francisco in the Mission District. The linear shopping area stretches over one mile between 14th and Army Streets, and includes a two-block section of 16th Street from Valencia to Dolores Streets (Refer to the Valencia NCD Map, Figures 43 and 44, previous pages). Approximately 77% of the buildings in the Valencia Street district are two or three stories in height, and only about three percent of the district's structures have more than three stories. However, Valencia Street has a higher proportion of one story buildings (20%) than most districts due to its tradition of warehousing and light manufacturing uses. In addition, there are approximately 25 lots in the district without building coverage, either vacant or used for parking or auto sales. These lots average about 6600 square feet in size. Two service stations occupy 24,500 square feet. Development opportunities are most likely to occur on the one-story building or unbuilt lots. Over half of the district's lots have no rear yard and an additional one-third have limited rear yard open space.

Land Use. Valencia Street has a pattern of large lots and businesses, a great variety of commercial activity as well as a sizable number of upper-story residential units. Of the district's approximately 315 commercial uses, about 20 grocery stores, three specialty markets, one pharmacy and six hardware/building supply stores provide a limited selection of convenience goods for residents of sections of the Mission District and Dolores Heights. The district does not have a large supermarket (but Mission Street, with many food stores, is only one block to the east). Valencia Street serves a much wider trade area with its approximately 25 retail and wholesale home furnishings and appliance outlets and its automobile-related businesses, which include about 18 automobile repair garages. About 55 eating and drinking establishments comprise about 14% of the ground story commercial frontage. The district also has one movie theater and two places of entertainment.

In recent years, the Valencia Street district has undergone an increase in commercial activity due in part to an influx of people into the neighborhood and the commercial intensification of nearby Noe Valley and Eureka Valley. Since 1979, vacancies along Valencia Street have declined sharply. Although the street has long been identified with automobile repair garages, home furnishing, and appliance and decorating outlets, there has been a reduction of these uses, often replaced by retail and institutional storefronts. The district has also become a center of activity for women-owned and operated businesses.

Valencia Street's affordable residential units are a valuable resource to its mixed-use character. The total number of dwelling units has not changed significantly since 1979 and now numbers about 1030 dwelling units, over 500 of which are located at the second story. In addition, there are about 465 units in residential hotels.

Transportation. Parking congestion in the Valencia Street district is heavy since the densely developed residential areas and Mission Street commercial district nearby contribute to the parking shortage. The district has approximately 268 on-street metered spaces and 225 on-street unmetered spaces, plus 134 spaces in colored zones. About 150 off-street spaces are available in parking garages, not counting facilities just outside the district, such as the Parking Authority garage at Bartlett and 21st Streets. Parking demand is particularly heavy on Sunday mornings due to a concentration of churches; at these times vehicles park down the middle of the street. Traffic volumes in the area are heaviest on Valencia, Mission and South Van Ness Avenue, which serve as secondary north-south arterials. Transit access to the district is excellent. BART stops are located nearby at 16th and Mission Streets and 24th and Mission Streets. The 26-Valencia bus runs the length of the district, terminating at 5th and Mission to the north and running south through Glen Park, Balboa Park, and Ingleside districts before terminating at San Francisco State University. The 22-Fillmore, 33-Ashbury and 48-Quintara/24th Street buses cross the district at 16th, 18th, and 24th Streets, respectively.

Air Quality. Please refer to Appendix C for a detailed discussion of air quality considerations in neighborhood commercial districts, including assumptions and methodology. As noted in Appendix C, air quality effects of NCRS would be associated almost exclusively with carbon monoxide (CO) emission generated by the increase in vehicular travel which would be caused by potential development under the proposed zoning controls. Because no monitored air quality data specific to the Valencia Street district are available, a conservative assumption was made that background levels in the district equal that of downtown San Francisco. Under these and other assumptions discussed in Appendix C, existing 1-hour and 8-hour CO concentrations in the Valencia Street district are calculated at 13.2 parts per million (ppm) and 9.8 ppm, respectively. The State 1-hour standard is 20 ppm; the Federal 1-hour standard is 35 ppm; the State and Federal 8-hour standard is 9 ppm. Thus, the Valencia Street district may currently violate the 8-hour standard at times.

2. Existing and Proposed Controls

Existing Controls. Valencia Street is currently zoned C-M from 14th to 20th Streets and C-2 between 20th and Army Streets. The 16th Street portion of the district is also zoned C-2. Under existing permanent C-2 zoning, a wide range of commercial uses is permitted in the southern portion of the district, generally on all stories. Commercial floor area ratio is 3.6 to 1. Existing C-M zoning permits heavy commercial uses such as wholesaling, business services, and some light manufacturing and processing. Commercial floor area ratio is 9 to 1. Off-street parking requirement for general retail and office uses is one space for each 500 square feet of occupied floor area over 5,000 sq. ft., up to 20,000 sq. ft.; one space for each 250 sq. ft. over 20,000 sq. ft. Permitted residential density in C-2 districts is that of the nearest R district (minimum one unit for each 800 sq. ft. of lot area). In C-M districts, group housing is a permitted use, and dwellings are a conditional use at the density of the nearest R district (minimum one unit for each 200 sq. ft. of lot area). Refer to Table II-1 in Chapter II for a summary of C-2 and C-M requirements. Potential loss of the existing scale and traditional mix of uses caused by proliferation of eating and drinking places and conversion of upper story residences to commercial uses led to establishment of a Special Use District for Valencia Street in 1980. Interim neighborhood commercial controls for the district, which anticipated the permanent controls now proposed, were placed in effect in 1985.

TABLE III-59 VALENCIA

SEC. 726.
VALENCIA STREET NEIGHBORHOOD COMMERCIAL DISTRICT ZONING CONTROL TABLE

No.	Zoning Category	§ References	SEC. 726. Valencia Street Controls
BUILDING STANDARDS			
.10	Height and Bulk	§§ 102.11,105, 106,250-252,260, 270,271	40-X, 50-X See Zoning Map
.11	Lot Size *(Per Development)*	§§ 790.56,121.1	P up to 9999 sq.ft., C 10,000 sq.ft. & above § 121.1
.12	Rear Yard	§§ 130,134,136	Required at the second story and above and at all residential levels § 134(a)(e)
.13	Street Frontage		Required § 145.1
.14	Awning	§ 790.20	P § 136.1(a)
.15	Canopy	§ 790.26	P § 136.1(b)
.16	Marquee	§ 790.58	P § 136.1(c)
.17	Street Trees		Required § 143
COMMERCIAL AND INSTITUTIONAL STANDARDS AND USES			
.20	Floor Area Ratio	§§ 102.8,102.10, 123	1.75 to 1 § 124(a)(b)
.21	Use Size *(Non-Residential)*	§ 790.130	P up to 2999 sq.ft., C 3000 sq.ft. & above § 121.2
.22	Off-Street Parking, Commercial and Institutional	§§ 150,153-157, 159-160,204.5	Generally, none required if occupied floor area is less than 5000 sq.ft. §§ 151,161(g)
.23	Off-Street Freight Loading	§§ 150,153-155 204.5	Generally, none required if gross floor area is less than 10,000 sq.ft. §§ 152,161(b)
.24	Outdoor Activity Area	§ 790.70	P in front; C elsewhere § 145.2(a)
.25	Drive-Up Facility	§ 790.30	
.26	Walk-Up Facility	§ 790.140	P if recessed 3 ft.; C otherwise § 145.2(b)
.27	Hours of Operation	§ 790.48	P: 6 a.m. - 2 a.m. C: 2 a.m. - 6 a.m
.30	General Advertising Sign	§§ 262,602-604, 608.1-.10,609	
.31	Business Sign	§§ 262,602-604, 608.1-.10,609	P § 607.1(f)2
.32	Other Signs	§§ 262,602-604, 608.1-.10,609	P § 607.1(c)(d)(g)

No.	Zoning Category	§ 790.118	Controls by Story 1st	2nd	3rd +
.38	Residential Conversion	§ 790.84	P		
.39	Residential Demolition	§ 790.86	C	C	C
Retail Sales and Services					
.40	Other Retail Sales and Services *[Not Listed Below]*	§ 790.102	P	C	
.41	Bar	§ 790.22	C		
.42	Full-Service Restaurant	§ 790.92	P		
.43	Small Fast Food Restaurant	§ 790.90	P		
.44	Large Fast Food Restaurant	§ 790.91	C		
.45	Take-Out Food	§ 790.122	C		
.46	Movie Theater	§ 790.64	P		
.47	Adult Entertainment	§ 790.36			
.48	Other Entertainment	§ 790.38	C		
.49	Financial Service	§ 790.110	P		
.50	Limited Financial Service	§ 790.112	P		
.51	Medical Service	§ 790.114	P	C	
.52	Personal Service	§ 790.116	P	C	
.53	Business or Professional Service	§ 790.108	P	C	
.54	Massage Establishment	§ 790.60 § 2700 Police Code	C		
.55	Tourist Hotel	§ 790.46	C	C	
.56	Automobile Parking	§§ 790.8,156,160	C	C	C

No.	Zoning Category	§ References	SEC. 726. Valencia Street Controls by Story 1st	2nd	3rd +
.57	Automotive Gas Station	§ 790.14			
.58	Automotive Service Station	§ 790.17	C		
.59	Automotive Repair	§ 790.15	C		
.60	Automotive Wash	§ 790.18			
.61	Automobile Sale or Rental	§ 790.12			
.62	Animal Hospital	§ 790.6	C		
.63	Ambulance Service	§ 790.2			
.64	Mortuary	§ 790.62			
.65	Trade Shop	§ 790.124	P	C	
.66	Storage	§ 790.117			
Institutions and Non-Retail Sales and Services					
.70	Administrative Service	§ 790.106			
.80	Hospital or Medical Center	§ 790.44			
.81	Other Institutions	§ 790.50	P	C	C
.82	Public Use	§ 790.80	C	C	C
RESIDENTIAL STANDARDS AND USES					
.90	Residential Use	§ 790.88	P	P	P
.91	Residential Density, Dwelling Units	§§ 207,207.1, 790.88(a)	Generally, 1 unit per 600 sq.ft. lot area § 207.4		
.92	Residential Density, Group Housing	§§ 207.1,790.88(b)	Generally, 1 bedroom per 210 sq.ft. lot area § 208		
.93	Usable Open Space *(Per Residential Unit)*	§§ 135,136	Generally, either 80 sq.ft. if private, or 100 sq.ft. if common § 135(d)		
.94	Off-Street Parking, Residential	§§ 150,153-157, 159-160,204.5	Generally, 1 space per unit §§ 151,161(a)(g)		
.95	Community Residential Parking	§ 790.10	C	C	C

Proposed Controls. In keeping with the mixed-use character of the district, the proposed zoning controls (summarized in Table III-59, previous page) would encourage commercial development mainly at the ground story and housing at the upper stories. Commercial floor area ratio would be 1.75 to 1. While accommodating limited new office growth at the second story by conditional use, commercial uses would be prohibited above the second story. Existing upper-story residential units would be prohibited from converting to commercial use. The scale of new uses would be monitored through conditional use review for new development proposed on lots over 10,000 square feet and for proposed new nonresidential uses greater than 3000 square feet. Continuous and varied retail frontage would be promoted by monitoring institutional uses through conditional use review, and prohibiting drive-up uses, some automobile uses, and new non-retail commercial uses. Proposed residential density standard would be that of the nearest R district, minimum one unit for every 600 sq. ft. of lot area.

3. Impacts

Land Use. Soft-site estimates for the Valencia Street District, summarized in Table III-60 (next page), show a number of potential conversions and changes in uses and some possible new construction due to redevelopment of sites.

Development patterns resulting under proposed zoning controls differ from those which could result under existing zoning. A comparison of net predicted development figures suggests the following:

- Total new commercial space could be between two-thirds and three-quarters (69%) of the square footage under proposed zoning than existing zoning (37,100 vs. 53,500 square feet).

- Proposed zoning could permit about one-quarter of the office space development than could occur under existing zoning (5,100 vs. 19,600 square feet) because of proposed limitations on conversions of upper story residences.

TABLE III–60
ESTIMATES OF 10–YEAR DEVELOPMENT POTENTIAL, VALENCIA STREET NEIGHBORHOOD COMMERCIAL DISTRICT

[All Figures are in Gross Square Feet Except Residential Units (Shown in Parentheses)]

	– 1 – Eating/ Drinking	– 2 – Retail	– 3 – Office	– 4 – Total 1–3	– 5 – Other[1]	– 6 – Vacant[2]	– 7 – Total Non–Residential	– 8 – Residential Sq.Ft. (Units)	– 9 – Total Sq.Ft.
Existing Land Use:	103,000	456,500	64,800	624,300	1,021,000	41,400	1,686,700	941,400 (1,580)	2,628,100
Under Existing Zoning:									
New Construction[3]	+2,000	+12,500	+2,400	+16,900	–10,000	–12,900	–6,000	+36,400 (+47)	+30,400
Conversions of Use	+2,600	+16,800	+17,200	+36,600	–21,900	0	+14,700	–14,700 (–10)	0
Total Change	**+4,600**	**+29,300**	**+19,600**	**+53,500**	**–31,900**	**–12,900**	**+8,700**	**+21,700 (+37)**	**+30,400**
Potential Land Use	107,600	485,800	84,400	677,800	989,100	28,500	1,695,400	963,100 (1,617)	2,658,500
% Change–Land Use	+4%	+6%	+30%	+9%	–3%	–31%	+1%	+2% +2%	+1%
Under Proposed Zoning:									
New Construction[3]	+1,700	+10,900	+2,600	+15,200	–10,000	–12,900	–7,700	+41,400 (+46)	+33,700
Conversions of Use	+2,600	+16,800	+2,500	+21,900	–21,900	0	0	0 (0)	0
Total Change	**+4,300**	**+27,700**	**+5,100**	**+37,100**	**–31,900**	**–12,900**	**–7,700**	**+41,400 (+46)**	**33,700**
Potential Land Use	107,300	484,200	69,900	661,400	989,100	28,500	1,679,000	982,800 (1,626)	2,661,800
% Change–Land Use	+4%	+6%	+8%	+6%	–3%	–31%	0%	+4% +3%	+1%

NOTES: [1] Other = Non–Intensive Retail such as Paved Parking Lots, Non–Accessory Storage, etc.; Auto Garages and Service Stations; and Institutional Uses such as Churches, Schools, and Hospitals.

[2] Vacant = Vacant Lots and Vacant Commercial Spaces.

[3] New Construction = Construction and Demolition.

Square footage totals in rows and columns do not balance due to changes in building envelopes on lots, area taken up by rounding, and other factors.

All land use estimates are approximate.

- Eating/drinking and general retail use development could be similar under either zoning.

- A larger net gain in housing could occur under proposed zoning than under existing zoning due to limitations on upper story residential conversions.

Overall commercial development would occur incrementally over the ten-year time frame at about three-quarters the rate under proposed zoning as under existing zoning controls.

Transportation. Table III-61 presents projected new peak period trip ends by mode, based on the development potential estimates calculated for the Valencia Street District.

TABLE III-61
VALENCIA STREET DISTRICT
PROJECTED NEW PEAK PERIOD* TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	38 Vehicle Trip Ends	34 Vehicle Trip Ends
MUNI:	137 MUNI Trip Ends	122 MUNI Trip Ends
Walk:	126 Walking Trip Ends	113 Walking Trip Ends
New Parking Demand:	6 Spaces	6 Spaces

*Peak Period for Valencia Street is Saturday afternoon, 1:00 - 4:00 p.m.

Proposed controls would allow additional commercial development, which would lead to an increase in the on-street parking shortage. The increase would be less than that which would be expected to occur under existing controls, because the proposed controls would limit conversion of upper story residences to commercial uses. The net new housing units would add a negligible number of trips during commercial peak periods, and would not add measurably to the on-street parking shortage because of required off-street parking (one space per unit). Because some of the soft sites for which new development was estimated contain parking, about 40 existing off-street spaces would be lost under assumptions of the analysis. However, about 45 off-street spaces would be provided by new development under proposed zoning, and about 60 spaces under existing zoning, through Planning Code accessory parking requirements. Given the above factors and the potential net gain of off-street spaces, the increment of parking demand over the next 10 years should not be discernible to residents and users of the area. The small additional number of vehicle trips, spread over a three-hour peak period, would not perceptibly increase traffic congestion or interference with transit operations. The small number of additional MUNI trips, spread over the three-hour peak period and a number of transit lines, would not cause line capacities to be exceeded. Therefore it is concluded that the additional increment of traffic, parking demand, and transit ridership will not be significant with the proposed project.

Existing parking problems could be mitigated by present and foreseeable measures which will tend to improve the parking situation. Refer to the Mitigation section of this report (pages V-7 to V-12) for a discussion of general measures applicable to all neighborhood commercial districts to improve parking. Because of two new parking facilities in the Valencia-Inner Mission area (at 16th-Hoff and 21st-Bartlett), and additional factors discussed below, the Valencia Street district was not recommended as warranting priority parking solutions, but is proposed to be reevaluated in two or three years and possibly included in the priority list if necessary. The two garages have more than adequate capacity to meet most future parking needs for many years. They are located close enough to the most problematic northern and southern portions of the district to "draw off" excess demand, particularly since they will operate at meter rates. Also, in most situations where double parking or use of red zones was observed on Valencia Street, vacant metered or otherwise legal spaces were available within one or two blocks.[3]

Air Quality. 1995 CO concentrations would be below State and Federal standards, as displayed in Table III-62, next page.

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[3] San Francisco Department of City Planning, "5-Year Action Plan for Neighborhood Parking," April, 1986, p. 35.

TABLE III-62

PREDICTED CARBON MONOXIDE CONCENTRATIONS, VALENCIA STREET NCD

	State/Federal Standard	Valencia St. 1985	Valencia St. 1995
1-Hour	20/35 ppm	13.2 ppm	9.6 ppm
8-Hour	9/9 ppm	9.8 ppm	7.0 ppm

The reduction in emissions due to cleaner burning vehicles over the next 10 years would more than offset the increase in CO emissions from vehicle trips generated by potential development under NCRS. The 1995 concentrations displayed in the table include background concentrations plus increments which would occur under the proposed controls.

While increased emissions indirectly caused by development allowed under NCRS would contribute to regional air pollution, as discussed in the Cumulative Impacts section, local concentrations of CO would not violate standards in the Valencia Street district in 1995.

24TH STREET-MISSION NEIGHBORHOOD COMMERCIAL DISTRICT

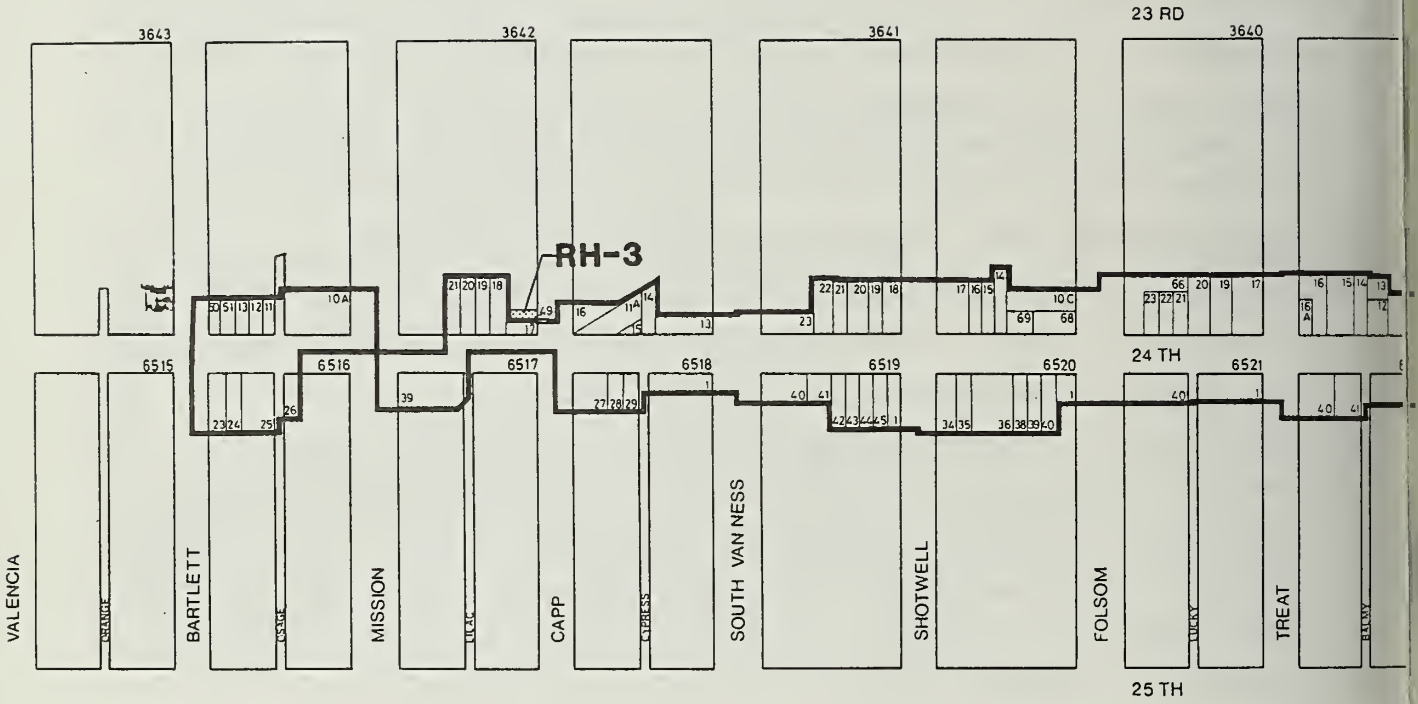
1. Setting

Location and Physical Scale. The 24th Street-Mission neighborhood commercial district lies in the southeast corner of the Inner Mission district, running along 24th Street for 15 blocks between Bartlett Street on the west to San Bruno Avenue on the east (Refer to the 24th Street-Mission NCD Map, Figure 45, following pages). Approximately 40% of the buildings are two stories while 25% are three stories. Many of the buildings have at least some rear yard.

Land Use. 24th Street is lined by a diversity of small shops and restaurants with residential dwelling units on the second and third stories of the many old Victorian buildings. This mixed-use district provides convenience goods to its immediate neighborhood as well as comparison shopping goods and services, primarily Latin American in nature, to a wider trade area. The street has a great number of Latin American restaurants, grocery stores, and bakeries as well as other neighborhood and secondhand stores. Most commercial businesses are open during the day while the district's bars and restaurants are also active in the evening. Dwelling units are frequently located above the ground story commercial uses.

Although many of the stores cater to mainly local residents, a large number of businesses rely primarily on a larger citywide and regional market. Many of the street's Latin-oriented restaurants, for example, attract people from all over the Bay Area. The York Theater is another 24th Street business which draws from outside the immediate area. As new business opportunities have been created, 24th Street has undergone rapid commercial growth.

The substantial number of eating and drinking establishments has raised concern about the balance of retail uses and concomitant nuisances generally associated with the proliferation of bars, restaurants, and liquor stores. Between 1979 and 1984, bars have increased by 50%, from six to nine. The approximately 38 eating and drinking places occupy about 25% of the commercial frontage. In the past, both merchants and residents alike have been concerned about the increased levels of noise, traffic, late-night activity, trash,



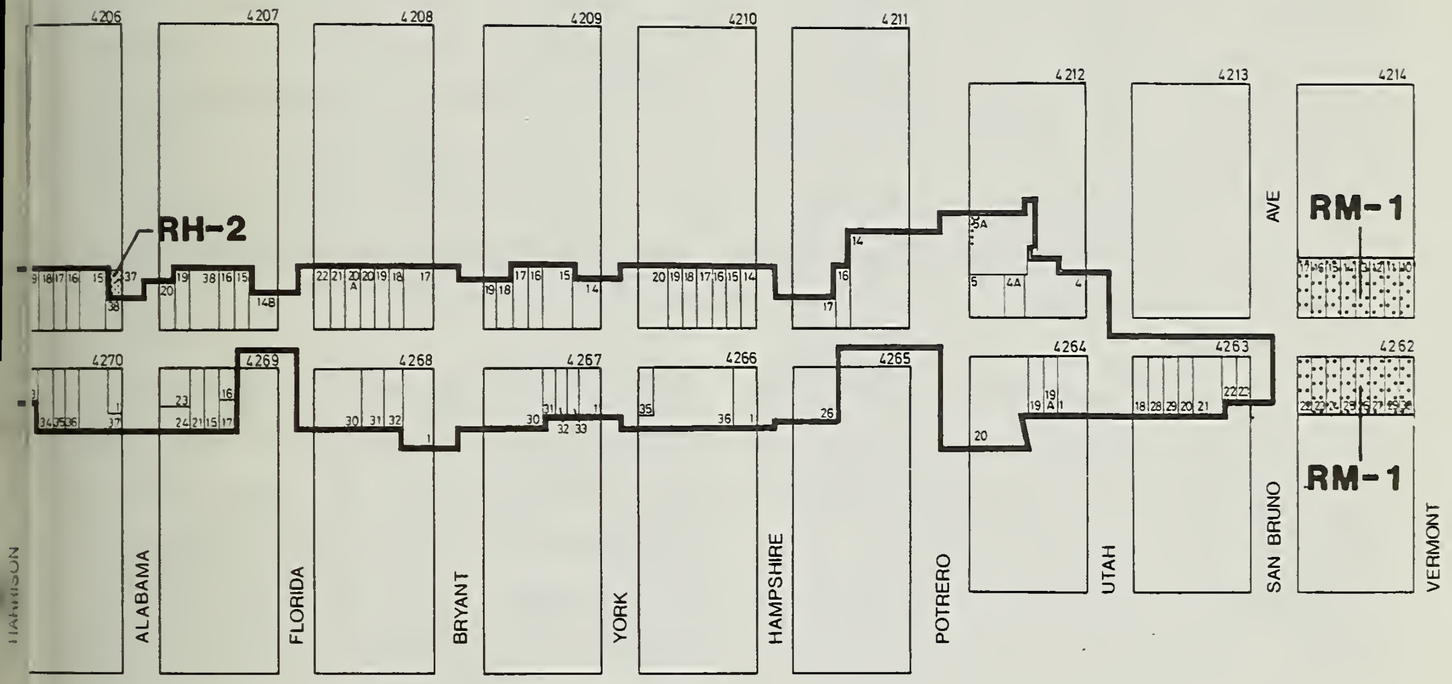
24TH-MISSION

PROPOSED ZONING

Figure 45

━━ NCD BOUNDARY
▒ DELETIONS
⁘ NON COMMERCIAL CHANGES

EXISTING ZONING is C-2


4206
4207
4208
4209
4210
4211
4212
4213
4214
RH-2
RM-1
RM-1
AVE
4270
4269
4268
4267
4266
4265
4264
4263
4262
ALABAMA
FLORIDA
BRYANT
YORK
HAMPSHIRE
POTRERO
UTAH
SAN BRUNO
VERMONT

parking congestion, litter, crime, and vandalism often associated with a concentration of such establishments, particularly fast food places.

Transportation. The parking situation in the district is tight but not severe. On-street parking consists of 199 metered and 62 unmetered spaces. Another 51 spaces are in colored zones. About 54 off-street spaces are available, nearly half reserved for private businesses. The Planning Department's 1985 Neighborhood Traffic Study found that parking demand and supply are nearly balanced; some illegal parking was observed but at the same time legal on-street spaces were available. The public off-street lot was at capacity. Merchants have been looking for vacant sites which may provide public parking as well as retail and residential development.

24th Street functions as a collector street, providing an east-west route through the Mission district to Noe Valley. Since the street does not accommodate commute traffic, traffic volumes and congestion are lower than on Mission or Valencia Streets. Public transportation into 24th Street is convenient and readily available to almost all parts of the city and the Bay Area. The district is served by the 14-Mission and 49-Van Ness/Mission buses running along Mission Street and the BART stop at 24th and Mission Streets. The entire length of 24th Street within the district is served by the 48-Quintara/24th Street bus. Additionally, the 9-San Bruno, 12-Folsom, 27-Bryant, 47-Potrero and 67-Bernal Heights buses cross the district.

2. Existing and Proposed Controls

Existing Controls. Under existing permanent C-2 zoning, a wide range of commercial uses is permitted in the 24th Street-Mission District, generally on all stories. Commercial floor area ratio is 3.6 to 1. Permitted residential density is that of the nearest R district (minimum one unit for each 800 sq. ft. of lot area). Refer to Table II-1 in Chapter II for a summary of C-2 requirements. Problems caused by proliferation of eating and drinking places and conversion of upper story residences to commercial uses led to establishment of a Special Use District for the district in 1980. Interim neighborhood commercial controls for the district, which anticipated the permanent controls now proposed, were imposed in 1985.

TABLE III-63 24TH-MISSION

SEC. 727.
24TH STREET-MISSION NEIGHBORHOOD COMMERCIAL DISTRICT
ZONING CONTROL TABLE

No.	Zoning Category	§ References	SEC. 727. 24th Street-Mission Controls
BUILDING STANDARDS			
.10	Height and Bulk	§§ 102.11,105, 106,250-252,260, 270,271	40-X, 50-X, 105-E See Zoning Map
.11	Lot Size *[Per Development]*	§§ 790.56,121.1	P up to 4999 sq.ft., C 5000 sq.ft. & above § 121.1
.12	Rear Yard	§§ 130,134,136	Required at the second story and above and at all residential levels § 134(a)(e)
.13	Street Frontage		Required § 145.1
.14	Awning	§ 790.20	P § 136.1(a)
.15	Canopy	§ 790.26	P § 136.1(b)
.16	Marquee	§ 790.58	P § 136.1(c)
.17	Street Trees		Required § 143
COMMERCIAL AND INSTITUTIONAL STANDARDS AND USES			
.20	Floor Area Ratio	§§ 102.8,102.10, 123	1.75 to 1 § 124(a)(b)
.21	Use Size *[Non-Residential]*	§ 790.130	P up to 2499 sq.ft., C 2500 sq.ft. & above § 121.2
.22	Off-Street Parking, Commercial and Institutional	§§ 150,153-157, 159-160,204.5	Generally, none required if occupied floor area is less than 5000 sq.ft. §§ 151,161(g)
.23	Off-Street Freight Loading	§§ 150,153-155 204.5	Generally, none required if gross floor area is less than 10,000 sq.ft. §§ 152,161(b)
.24	Outdoor Activity Area	§ 790.70	P in front; C elsewhere § 145.2(a)
.25	Drive-Up Facility	§ 790.30	
.26	Walk-Up Facility	§ 790.140	P if recessed 3 ft.; C otherwise § 145.2(b)
.27	Hours of Operation	§ 790.48	P: 6 a.m. - 2 a.m. C: 2 a.m. - 6 a.m.
.30	General Advertising Sign	§§ 262,602-604, 608.1-.10,609	
.31	Business Sign	§§ 262,602-604, 608.1-.10,609	P § 607.1(f)2
.32	Other Signs	§§ 262,602-604, 608.1-.10,609	P § 607.1(c)(d)(g)

			Controls by Story		
		§ 790.118	1st	2nd	3rd +
.38	Residential Conversion	§ 790.84	P		
.39	Residential Demolition	§ 790.86	C	C	C
Retail Sales and Services					
.40	Other Retail Sales and Services *[Not Listed Below]*	§ 790.102	P		
.41	Bar	§ 790.22			
.42	Full-Service Restaurant	§ 790.92	C		
.43	Small Fast Food Restaurant	§ 790.90	C		
.44	Large Fast Food Restaurant	§ 790.91			
.45	Take-Out Food	§ 790.122	C		
.46	Movie Theater	§ 790.64	P		
.47	Adult Entertainment	§ 790.36			
.48	Other Entertainment	§ 790.38	C		
.49	Financial Service	§ 790.110	P		
.50	Limited Financial Service	§ 790.112	P		
.51	Medical Service	§ 790.114	P	C	
.52	Personal Service	§ 790.116	P	C	
.53	Business or Professional Service	§ 790.108	P	C	
.54	Massage Establishment	§ 790.60 § 2700 Police Code	C		
.55	Tourist Hotel	§ 790.46	C	C	
.56	Automobile Parking	§§ 790.8,156,160	C	C	C

No.	Zoning Category	§ References	SEC. 727. 24th Street-Mission Controls by Story 1st	2nd	3rd +
.57	Automotive Gas Station	§ 790.14			
.58	Automotive Service Station	§ 790.17			
.59	Automotive Repair	§ 790.15	C		
.60	Automotive Wash	§ 790.18			
.61	Automobile Sale or Rental	§ 790.12			
.62	Animal Hospital	§ 790.6	C		
.63	Ambulance Service	§ 790.2			
.64	Mortuary	§ 790.62			
.65	Trade Shop	§ 790.124	P		
.66	Storage	§ 790.117			
Institutions and Non-Retail Sales and Services					
.70	Administrative Service	§ 790.106			
.80	Hospital or Medical Center	§ 790.44			
.81	Other Institutions	§ 790.50	P	C	C
.82	Public Use	§ 790.80	C	C	C
RESIDENTIAL STANDARDS AND USES					
.90	Residential Use	§ 790.88	P	P	P
.91	Residential Density, Dwelling Units	§§ 207,207.1, 790.88(a)	Generally, 1 unit per 600 sq.ft. lot area § 207.4		
.92	Residential Density, Group Housing	§§ 207.1,790.88(b)	Generally, 1 bedroom per 210 sq.ft. lot area § 208		
.93	Usable Open Space *[Per Residential Unit]*	§§ 135,136	Generally, either 80 sq.ft. if private, or 100 sq.ft. if common § 135(d)		
.94	Off-Street Parking, Residential	§§ 150,153-157, 159-160,204.5	Generally, 1 space per unit §§ 151,161(a)(g)		
.95	Community Residential Parking	§ 790.10	C	C	C

Proposed Controls. The 24th Street-Mission district controls (summarized in Table III-63, previous page) are designed to provide for sufficient growth potential for development which is consistent with the existing medium-scale built pattern. Retail uses would be permitted at the ground story only; offices would be permitted at the second story by conditional use authorization. Commercial floor area ratio would be 1.75 to 1. Existing upper-story housing units are preserved by prohibiting any upper-story conversions of residences to commercial uses. In order to maintain convenience stores and protect adjacent residential livability, new full service and fast food restaurants would be prohibited while new bars and take out food would require conditional use review. The street's continuous retail frontage and pedestrian orientation would be encouraged by prohibiting most automobile and drive-up uses. Residential density standard would be that of the nearest R district, minimum one unit for every 600 sq. ft. of lot area.

3. Impacts

Land Use. Soft-site estimates and analysis for the 24th Street-Mission district, summarized in Table III-64 (next page), show a number of potential conversions and changes in uses and possible new construction on vacant sites and redevelopment on a few sites.

Development patterns resulting under proposed zoning controls differ from those which could result under existing C-2 zoning. A comparison of net predicted development figures suggests the following:

- Proposed zoning could allow less new office development (6900 vs. 9900 sq. ft.) and similar general retail development (24,300 vs. 24,800 sq. ft.) than existing zoning.

- Total new commercial development square footage could be similar under both existing and proposed zoning (39,400 square feet under proposed and 43,000 square feet under existing zoning).

Overall commercial development would occur incrementally over the ten-year time frame at about the same rate under existing or proposed zoning controls.

TABLE III–64
ESTIMATES OF 10–YEAR DEVELOPMENT POTENTIAL, 24TH STREET–MISSION NEIGHBORHOOD COMMERCIAL DISTRICT

[All Figures are in Gross Square Feet Except Residential Units (Shown in Parentheses)]

	– 1 – *Eating/ Drinking*	– 2 – *Retail*	– 3 – *Office*	– 4 – *Total 1–3*	– 5 – *Other*[1]	– 6 – *Vacant*[2]	– 7 – *Total Non–Residential*	– 8 – *Residential Sq.Ft. (Units)*		– 9 – *Total Sq.Ft.*
Existing Land Use:	71,200	174,200	21,200	264,600	63,600	38,100	366,300	343,100	(337)	709,400
Under Existing Zoning:										
New Construction[3]	+4,600	+13,900	+9,900	+28,400	–8,900	–11,400	+8,100	+5,200	(+6)	+13,300
Conversions of Use	+3,700	+11,000	0	+14,600	–14,600	0	0	0	(0)	0
Total Change	**+8,300**	**+24,800**	**+9,900**	**+43,000**	**–23,500**	**–11,400**	**+8,100**	**+5,200**	**(+6)**	**+13,300**
Potential Land Use	79,500	199,000	31,100	307,600	40,100	26,700	374,400	348,300	(343)	722,700
% Change–Land Use	**+12%**	**+14%**	**+47%**	**+16%**	**–37%**	**–30%**	**+2%**	**+2%**	**+2%**	**+2%**
Under Proposed Zoning:										
New Construction[3]	+4,500	+13,400	+6,900	+24,800	–8,900	–11,400	+4,500	+3,500	(+4)	+8,000
Conversions of Use	+3,600	+10,900	0	+14,600	–14,600	0	0	0	(0)	0
Total Change	**+8,100**	**+24,300**	**+6,900**	**+39,400**	**–23,500**	**–11,400**	**+4,500**	**+3,500**	**(+4)**	**+8,000**
Potential Land Use	79,300	198,500	28,100	304,000	40,100	26,700	370,800	346,600	(341)	717,400
% Change–Land Use	**+11%**	**+14%**	**+33%**	**+15%**	**–37%**	**–30%**	**+1%**	**+1%**	**+1%**	**+1%**

NOTES: [1] Other = Non–Intensive Retail such as Paved Parking Lots, Non–Accessory Storage, etc.; Auto Garages and Service Stations; and Institutional Uses such as Churches, Schools, and Hospitals.

[2] Vacant = Vacant Lots and Vacant Commercial Spaces.

[3] New Construction = Construction and Demolition.

Square footage totals in rows and columns do not balance due to changes in building envelopes on lots, area taken up by rounding, and other factors.

All land use estimates are approximate.

Transportation: Table III-65 presents projected new peak period trip ends by mode, based on the development potential estimates calculated for the 24th Street-Mission District.

TABLE III-65

24TH STREET/MISSION DISTRICT

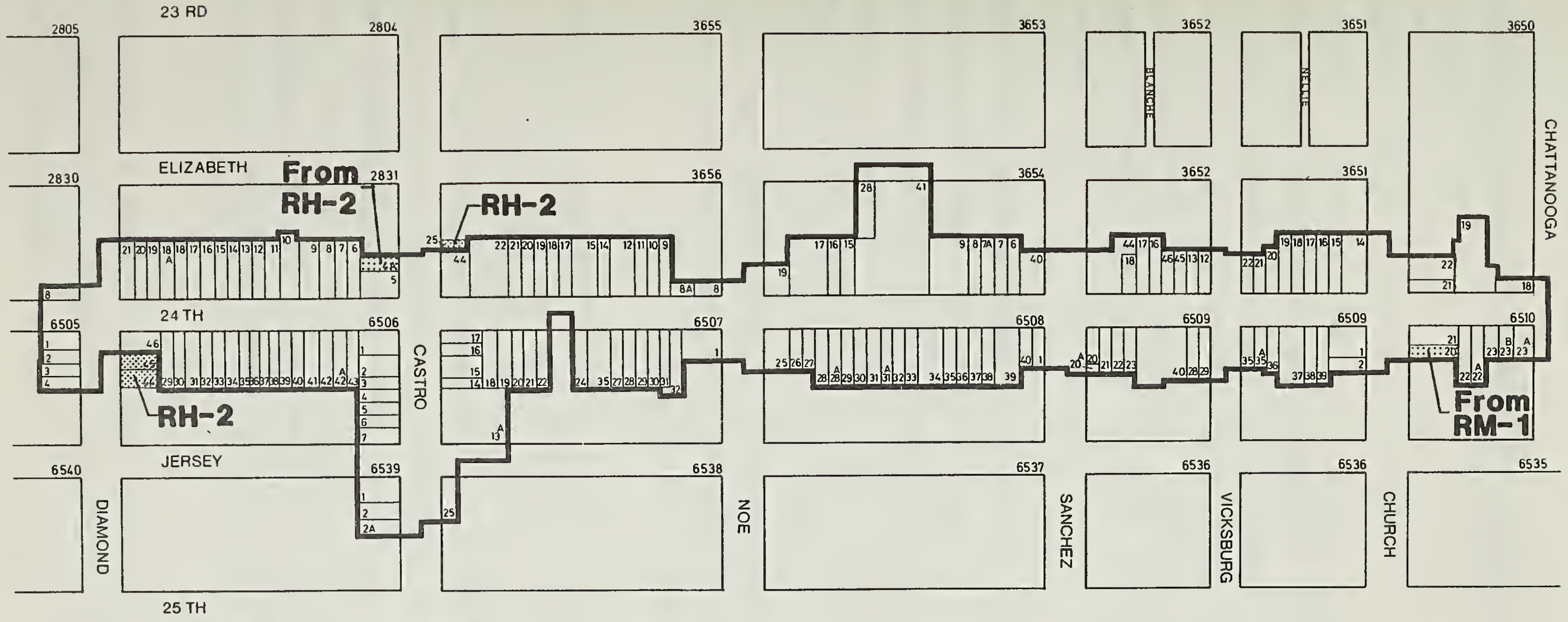
PROJECTED NEW PEAK PERIOD* TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	58 Vehicle Trip Ends	57 Vehicle Trip Ends
MUNI:	53 MUNI Trip Ends	52 MUNI Trip Ends
Walk:	301 Walking Trip Ends	292 Walking Trip Ends
New Parking Demand:	10 Spaces	9 Spaces

*Peak Period for 24th-Mission St. is Saturday afternoon, 1:00 - 4:00 p.m.

Proposed controls would allow additional commercial development, which would lead to an increase in the on-street parking shortage. The increase would be somewhat less than that which would be expected to occur under existing controls, because the proposed controls would limit conversion of upper story residences to commercial uses and require conditional use review of new eating and drinking uses, which generate proportionately greater numbers of trips. The net new housing units would add a negligible number of trips during commercial peak periods, and would not add measurably to the on-street parking shortage because of required off-street parking (one space per unit). The increment of parking demand over the next 10 years should not be discernible to residents and users of the area. The small additional number of vehicle trips, spread over a three-hour peak period, would not perceptibly increase traffic congestion or interference with transit operations. The small number of additional MUNI trips, spread over the three-hour peak period and a number of transit lines, would not cause line capacities to be exceeded. Therefore it is concluded that the additional increment of traffic, parking demand, and transit ridership will not be significant with the proposed project.

Existing parking problems could be mitigated by present and foreseeable measures which will tend to improve the parking situation. Refer to the Mitigation section of this report (pages V-7 to V-12) for a discussion of general measures applicable to neighborhood commercial districts to improve parking.



24TH-NOE VALLEY
PROPOSED ZONING

— NCD BOUNDARY
░ ADDITIONS
▒ DELETIONS

Except as noted, EXISTING ZONING is RC-1

Figure 46

24TH STREET-NOE VALLEY NEIGHBORHOOD COMMERCIAL DISTRICT

1. Setting

Location and Physical Scale. The 24th Street-Noe Valley neighborhood commercial district is situated east of Twin Peaks, south of Eureka Valley, west of the Mission district, and northeast of Diamond Heights. Nestled in a narrow valley, 24th Street extends from Diamond Street on the west to Chattanooga Street on the east, including a section of Castro Street south to Jersey Street (Refer to the 24th Street-Noe Valley NCD Map, Figure 46, previous page). The most prevalent building types are two- and three-story structures, accounting for over 80% of the total number of buildings in the district. Lots average 25' by 114'. Almost a third of the lots have no rear yard, while over 60% of the lots meet or exceed the prescribed rear yard standard, thereby leaving some existing rear yard open space corridors between the 24th Street commercial lots and the surrounding abutting residential lots. A 1982 Department of City Planning survey showed one developable vacant lot, and 22 single-story structures, a few of which could potentially be redeveloped into larger commercial or mixed-use buildings. In addition, two existing lots containing automotive uses, and other underutilized lots, could be redeveloped with mixed-use buildings.

Land Use. This daytime-oriented, multi-purpose commercial district provides a mixture of convenience and comparison shopping goods and services to a predominantly local market area with primarily retail sales and personal services at the street level, some office uses on the second story, and residential use almost exclusively on the third and upper stories. While it still retains its neighborhood orientation, 24th Street is increasingly frequented by visitors from outside the area. As a result, 24th Street has experienced rapid commercial growth and new business opportunities have been created. In recent years, several convenience stores have been replaced by specialty stores.

The most obvious and dramatic increase in commercial activity on the street has been in eating and drinking establishments, boutiques, and specialty shops. Eating and drinking establishments account for about 1/4 of the district's commercial frontage; since 1979, the number of these establishments has increased by about 20%. An approximate 30% increase in the number of financial, medical, and other business offices has occurred since 1979.

The 24th Street district contains many affordable residential units, located above ground-story commercial uses or in purely residential buildings, which are integral to its strong mixed-use character. About 30% of its ground floor frontage is used residentially. Some units have been converted to commercial use, but about 390 housing units still remained in 1984, almost 90% of which are in the upper stories.

Transportation. As a popular district which attracts numerous customers and vehicles, 24th Street has a shortage of on-street parking, especially during peak shopping hours. There are 242 metered and unmetered on-street and 109 off-street spaces available to shoppers, employees and residents. Once the parking supply within the district is occupied, excess parking demand extends into the surrounding residential blocks north and south of 24th Street. Drivers circling the immediate blocks seeking spaces increase the congestion levels on the main corridor. The City Planning Department's 1986 Neighborhood Parking Plan ranks the 24th Street-Noe Valley area as the neighborhood commercial district with the eighth worst parking problem in the city. One small surface parking lot is available for public use. Two MUNI routes run along 24th Street (13-Guerrero and 48-Quintara/24th Street), while three additional MUNI routes cross the street (J-Church, 24-Divisadero, 35-Eureka), providing crosstown service and direct access to MUNI Metro.

2. Existing and Proposed Controls

Existing Controls. Under existing permanent RC-1 zoning, neighborhood-serving commercial uses are permitted on ground floors and are conditional uses on second stories and above in the 24th Street-Noe District. Commercial floor area ratio is 1.8 to 1. Refer to Table II-1 in Chapter II for a summary of RC-1 requirements. Problems of proliferation of eating and drinking places, conversion of upper story residences to commercial uses, parking shortages, and loss of neighborhood-oriented shops and services led to establishment of a

TABLE III-66 24TH-NOE

SEC. 728.
24TH STREET-NOE VALLEY NEIGHBORHOOD COMMERCIAL DISTRICT ZONING CONTROL TABLE

No.	Zoning Category	§ References	SEC. 728. 24th Street-Noe Valley Controls
BUILDING STANDARDS			
.10	Height and Bulk	§§ 102.11,105, 106,250-252,260, 270,271	40-X
.11	Lot Size *[Per Development]*	§§ 790.56,121.1	P up to 4999 sq.ft., C 5000 sq.ft. & above § 121.1
.12	Rear Yard	§§ 130,134,136	Required at grade level and above § 134(a)(e)
.13	Street Frontage		Required § 145.1
.14	Awning	§ 790.20	P § 136.1(a)
.15	Canopy	§ 790.26	P § 136.1(b)
.16	Marquee	§ 790.58	P § 136.1(c)
.17	Street Trees		Required § 143
COMMERCIAL AND INSTITUTIONAL STANDARDS AND USES			
.20	Floor Area Ratio	§§ 102.8,102.10, 123	1.5 to 1 § 124(a)(b)
.21	Use Size *[Non-Residential]*	§ 790.130	P up to 2499 sq.ft., C 2500 sq.ft. & above § 121.2
.22	Off-Street Parking, Commercial and Institutional	§§ 150,153-157, 159-160,204.5	Generally, none required if occupied floor area is less than 5000 sq.ft. §§ 151,161(g)
.23	Off-Street Freight Loading	§§ 150,153-155 204.5	Generally, none required if gross floor area is less than 10,000 sq.ft. §§ 152,161(b)
.24	Outdoor Activity Area	§ 790.70	P in front; C elsewhere § 145.2(a)
.25	Drive-Up Facility	§ 790.30	
.26	Walk-Up Facility	§ 790.140	P if recessed 3 ft.; C otherwise § 145.2(b)
.27	Hours of Operation	§ 790.48	P: 6 a.m. - 2 a.m. C: 2 a.m. - 6 a.m.
.30	General Advertising Sign	§§ 262,602-604, 608.1-.10,609	
.31	Business Sign	§§ 262,602-604, 608.1-.10,609	P § 607.1(f)2
.32	Other Signs	§§ 262,602-604, 608.1, 608.2	P § 607.1(c)(d)(g)

			Controls by Story		
		§ 790.118	1st	2nd	3rd +
.38	Residential Conversion	§ 790.84	P		
.39	Residential Demolition	§ 790.86	C	C	C

No.	Zoning Category	§ References	SEC. 728. 24th Street-Noe Valley Controls by Story 1st	2nd	3rd +
Retail Sales and Services					
.40	Other Retail Sales and Services *[Not Listed Below]*	§ 790.102	P	C	
.41	Bar	§ 790.22			
.42	Full-Service Restaurant	§ 790.92			
.43	Small Fast Food Restaurant	§ 790.90			
.44	Large Fast Food Restaurant	§ 790.91			
.45	Take-Out Food	§ 790.122			
.46	Movie Theater	§ 790.64	P		
.47	Adult Entertainment	§ 790.36			
.48	Other Entertainment	§ 790.38	C		
.49	Financial Service	§ 790.110	C		
.50	Limited Financial Service	§ 790.112	C		
.51	Medical Service	§ 790.114	P	C	
.52	Personal Service	§ 790.116	P	C	
.53	Business or Professional Service	§ 790.108	P	C	
.54	Massage Establishment	§ 790.60 § 2700 Police Code	C		
.55	Tourist Hotel	§ 790.46	C	C	
.56	Automobile Parking	§§ 790.8,156,160	C	C	C
.57	Automotive Gas Station	§ 790.14			
.58	Automotive Service Station	§ 790.17			
.59	Automotive Repair	§ 790.15			
.60	Automotive Wash	§ 790.18			
.61	Automobile Sale or Rental	§ 790.12			
.62	Animal Hospital	§ 790.6	C		
.63	Ambulance Service	§ 790.2			
.64	Mortuary	§ 790.62			
.65	Trade Shop	§ 790.124	P	C	
.66	Storage	§ 790.117			
Institutions and Non-Retail Sales and Services					
.70	Administrative Service	§ 790.106			
.80	Hospital or Medical Center	§ 790.44			
.81	Other Institutions	§ 790.50	P	C	C
.82	Public Use	§ 790.80	C	C	C
RESIDENTIAL STANDARDS AND USES					
.90	Residential Use	§ 790.88	P	P	P
.91	Residential Density, Dwelling Units	§§ 207,207.1, 790.88(a)	Generally, 1 unit per 600 sq.ft. lot area § 207.4		
.92	Residential Density, Group Housing	§§ 207.1,790.88(b)	Generally, 1 bedroom per 210 sq.ft. lot area § 208		
.93	Usable Open Space *[Per Residential Unit]*	§§ 135,136	Generally, either 80 sq.ft. if private, or 100 sq.ft. if common § 135(d)		
.94	Off-Street Parking, Residential	§§ 150,153-157, 159-160,204.5	Generally, 1 space per unit §§ 151,161(a)(g)		
.95	Community Residential Parking	§ 790.10	C	C	C

Special Use District for 24th Street-Noe in 1980. Interim neighborhood commercial controls for the district, which anticipated the permanent controls now proposed, were put into effect in 1985.

Proposed Controls. Table III-66 (previous page) presents the proposed controls for the 24th Street-Noe Valley district. The proposed zoning would allow for development that is compatible with the existing small-scale, mixed-use neighborhood commercial character and surrounding residential area. Conditional use review would be required for new development on lots greater than 5,000 square feet and for commercial uses greater than 2500 square feet. Commercial uses would be permitted at the ground story; new retail service uses would require conditional use review at the second story in new buildings. Commercial floor area ratio would be 1.5 to 1. Permitted residential density would be that of the nearest R district, minimum one unit per 800 sq. ft. of lot area. The proposed controls also would prohibit upper-story conversions. By prohibiting drive-up and most other auto-related uses, the controls are designed reduce new traffic and congestion on an already overburdened linear commercial strip. In order to maintain the variety and mix of retail sales and services and to control the problems of traffic congestion, noise and late night activity, bars, restaurants, amusement enterprises, and entertainment uses would be prohibited, and hotels and financial offices would be monitored through conditional use review.

3. Impacts

Land Use. Soft-site estimates and analysis for the 24th Street-Noe Valley district, summarized in Table III-67 (next page), show a number of potential conversions and changes in uses and some possible new construction due to redevelopment on a few sites. Development patterns resulting under proposed zoning controls differ from those which could result under existing RC-1 zoning. A comparison of net predicted development figures suggests the following:

- o Proposed zoning could permit less new office space development (1400 vs. 3500 sq. ft.) and slightly more general retail development (23,300 vs. 21,000 sq. ft.) than existing zoning.

TABLE III–67
ESTIMATES OF 10–YEAR DEVELOPMENT POTENTIAL, 24TH STREET–NOE VALLEY NEIGHBORHOOD COMMERCIAL DISTRICT

[All Figures are in Gross Square Feet Except Residential Units (Shown in Parentheses)]

	– 1 – Eating/ Drinking	– 2 – Retail	– 3 – Office	– 4 – Total 1–3	– 5 – Other[1]	– 6 – Vacant[2]	– 7 – Total Non–Residential	– 8 – Residential Sq.Ft.	(Units)	– 9 – Total Sq.Ft.
Existing Land Use:	44,600	146,400	34,600	225,500	52,100	8,500	286,100	375,500	(363)	661,600
Under Existing Zoning:										
New Construction[3]	+2,500	+10,100	+2,100	+14,700	–21,700	–2,100	–9,100	+16,400	(+13)	+7,300
Conversions of Use	+2,700	+10,900	+1,400	+15,100	–1,300	0	+13,800	–13,900	(–16)	–100
Total Change	**+5,300**	**+21,000**	**+3,500**	**+29,800**	**–23,000**	**–2,100**	**+4,700**	**+2,500**	**(–3)**	**+7,200**
Potential Land Use	49,900	167,400	38,100	255,300	29,100	6,400	290,800	378,000	(360)	668,800
% Change–Land Use	**+12%**	**+14%**	**+10%**	**+13%**	**–44%**	**–25%**	**+2%**	**+1%**	**–1%**	**+1%**
Under Proposed Zoning:										
New Construction[3]	0	+11,100	+2,100	+13,200	–21,700	–2,100	–10,600	+24,700	(+18)	+14,100
Conversions of Use	0	+12,200	–700	+11,500	–1,300	0	+10,200	–9,700	(–11)	+500
Total Change	**0**	**+23,300**	**+1,400**	**+24,700**	**–23,000**	**–2,100**	**–400**	**+15,000**	**(+7)**	**+14,600**
Potential Land Use	44,600	169,700	36,000	250,200	29,100	6,400	285,700	390,500	(370)	676,200
% Change–Land Use	**0 %**	**+16%**	**+4 %**	**+11%**	**–44%**	**–25%**	**0%**	**+4%**	**+2%**	**+2%**

NOTES: [1] Other = Non–Intensive Retail such as Paved Parking Lots, Non–Accessory Storage, etc.; Auto Garages and Service Stations; and Institutional Uses such as Churches, Schools, and Hospitals.

[2] Vacant = Vacant Lots and Vacant Commercial Spaces.

[3] New Construction = Construction and Demolition.

Square footage totals in rows and columns do not balance due to changes in building envelopes on lots, area taken up by rounding, and other factors.

All land use estimates are approximate.

- Proposed zoning would allow no (zero) new eating and drinking establishments, whereas under existing zoning about 5300 square feet occupied by such uses could be expected.

- Under proposed zoning, a net increase of seven new residential units could be expected, whereas under existing zoning a net loss of three units could occur, due to increased residential densities permitted for new construction and limitations on residential conversions under proposed zoning.

Overall commercial development would occur incrementally over the ten-year time frame at a slightly lower rate under proposed zoning than under existing zoning controls.

Transportation: Table III-68 presents projected new peak period trip ends by mode, based on the development potential estimates calculated for the 24th Street-Noe Valley District.

TABLE III-68

24TH STREET/NOE VALLEY DISTRICT

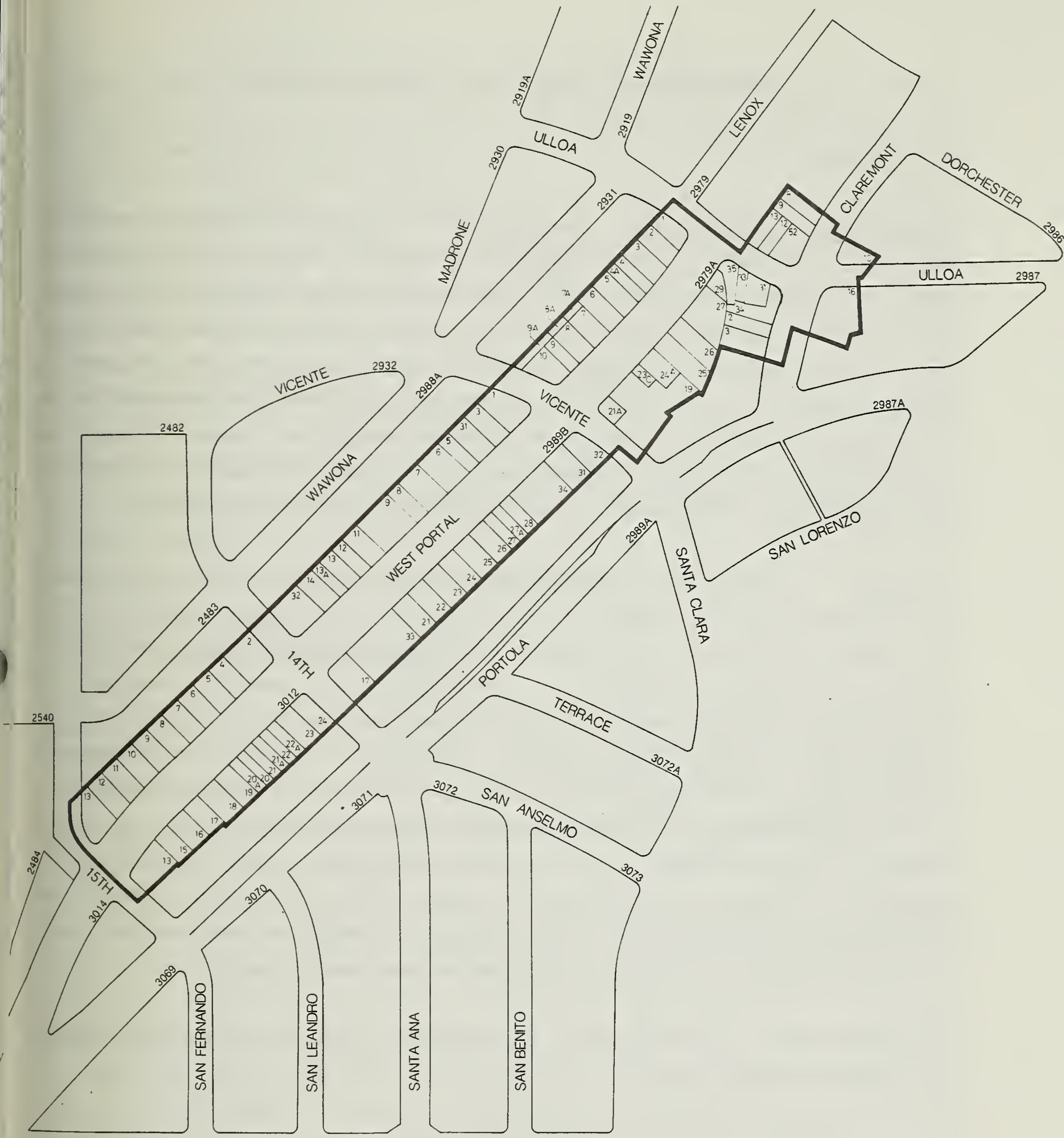
PROJECTED NEW PEAK PERIOD* TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	40 Vehicle Trip Ends	14 Vehicle Trip Ends
MUNI:	38 MUNI Trip Ends	13 MUNI Trip Ends
Walk:	206 Walking Trip Ends	71 Walking Trip Ends
New Parking Demand:	7 Spaces	2 Spaces

*Peak Period for 24th-Noe Valley is Saturday afternoon, 1:00 - 4:00 p.m.

Proposed controls would allow additional commercial development, which would lead to a slight increase in the on-street parking shortage. The increase would be less than that which would be expected to occur under existing controls, because the proposed controls would limit conversion of upper story residences to commercial uses and prohibit new eating and drinking uses, which generate proportionately greater numbers of trips. The net new housing units would add a negligible number of trips during commercial peak periods, and would not add measurably to the on-street parking shortage because of required off-street parking (one space per unit). The increment of parking demand over the next 10 years should not be discernible to residents and users of the area. The small additional number of vehicle trips, spread over a three-hour peak period, would not perceptibly increase traffic congestion or interference with transit operations. The small number of additional MUNI trips, spread over the three-hour peak period and a number of transit lines, would not cause line capacities to be exceeded. Therefore it is concluded that the additional increment of traffic, parking demand, and transit ridership will not be significant with the proposed project.

Existing parking problems could be mitigated by present and foreseeable measures which will tend to improve the parking situation. Refer to the Mitigation section of this report (pages V-7 to V-12) for a discussion of specific measures for the 24th Street/Noe District and general measures applicable to all neighborhood commercial districts to improve parking.



WEST PORTAL
PROPOSED ZONING

Figure 47

—— NCD BOUNDARY
EXISTING ZONING is C-2

0 50 100

WEST PORTAL NEIGHBORHOOD COMMERCIAL DISTRICT

1. Setting

Location and Physical Scale. The West Portal Avenue Neighborhood Commercial District is located in the southwestern portion of the city, stretching for three long blocks along West Portal Avenue from Ulloa Street to 15th Avenue, and extending one block east along Ulloa Street from the Twin Peaks Tunnel entrance to Claremont Boulevard (Refer to West Portal NCD Map, Figure 47, previous page). It is a relatively small-scale district; over one-half of its buildings are one story. Less than one-fifth are three or more stories. Lot sizes are typically 2500 or 5000 square feet. Over 80% of use sizes are below 2000 square feet, reflecting the small-scale character of the district.

Land Use. The West Portal Avenue shopping area provides a selection of goods and services primarily serving customers coming from the surrounding West of Twin Peaks and Sunset single-family residential neighborhoods. The lively, small-scale retail frontage is interrupted in several locations by larger-scale financial institutions which take up a large amount of commercial ground-story frontage (about 18%). Eating and drinking establishments comprise only 11% of commercial frontage, and most are family-oriented. The only entertainment use is one three-movie theater complex. About 30% of the commercial establishments are business and professional offices; about one-half of these are located on the ground story. The West of Twin Peaks neighborhoods have expressed a strong desire to maintain the existing scale, village character, and family orientation of West Portal Avenue.

The West Portal district contains about 95 dwelling units, almost all of which are located on upper stories.

Transportation. The district's 200+ on-street parking spaces are virtually full during the Saturday afternoon peak shopping period. Some parking spaces remain available in off-street lots open to the public. The City Planning Department's 1986 Neighborhood Parking Plan indicates that parking supply and demand in the district is reasonably well balanced and that the district's parking situation was better than average for the neighborhood commercial districts studied. A preferential parking program has been introduced in the adjacent residential neighborhoods since the Parking Plan's surveys were taken, thus tightening the parking supply in the district. The district has excellent transit service, including the K-Ingleside, L-Taraval, and M-Oceanview Muni Metro lines, which serve various neighborhoods in the southwestern portion of the city as surface light rail, and join at West Portal Station before continuing as rapid transit downtown. The 17-Park Merced bus links the district with the Park Merced neighborhood. The 48-Quintara-24th Street bus terminates at West Portal, connecting the district via Portola Drive with Diamond Heights, Noe Valley, 24th Street-Mission, and Potrero Hill. Traffic congestion blocking Metro tracks, traffic queuing up to park on the street's diagonal parking spaces, double parking of commercial and private vehicles, and traffic waiting to make left turns off of West Portal Avenue are conditions which interfere with Muni operations.

2. Existing and Proposed Controls

Existing Controls. Under existing C-2 zoning, a wide range of commercial uses is permitted in the West Portal District, generally on all stories. Commercial floor area ratio is 3.6 to 1. Off-street parking requirement for general retail and office uses is one space for each 500 square feet of occupied floor area over 5,000 sq. ft., up to 20,000 sq. ft.; one space for each 250 sq. ft. over 20,000 sq. ft. Residential density in C-2 districts is that of the nearest R district (minimum one unit for each 800 sq. ft. of lot area). Residential off-street parking requirement is one space per unit. Refer to Table II-1 in Chapter II for a summary of C-2 requirements. Neighborhood concern about proliferation of financial establishments and possible new high volume eating establishments, and potential new development out of scale with the existing character of the district, led to the establishment of interim controls for the district in 1986, which anticipated the permanent controls now proposed.

Proposed Controls. Refer to Table III-69, next page, for a summary of proposed zoning controls. Proposed building standards limit heights to 26 feet and require rear yards on all levels. Development on lots larger than

TABLE III-69 WEST PORTAL

SEC. 729.
WEST PORTAL AVENUE NEIGHBORHOOD COMMERCIAL DISTRICT ZONING CONTROL TABLE

No.	Zoning Category	§ References	SEC. 729. West Portal Avenue Controls
BUILDING STANDARDS			
.10	Height and Bulk	§§ 102.11,105, 106,250-252,260, 270,271	26-X
.11	Lot Size *[Per Development]*	§§ 790.56,121.1	P up to 4999 sq.ft., C 5000 sq.ft. & above § 121.1
.12	Rear Yard	§§ 130,134,136	Required at grade level and above § 134(a)(e)
.13	Street Frontage		Required § 145.1
.14	Awning	§ 790.20	P § 136.1(a)
.15	Canopy	§ 790.26	P § 136.1(b)
.16	Marquee	§ 790.58	P § 136.1(c)
.17	Street Trees		Required § 143
COMMERCIAL AND INSTITUTIONAL STANDARDS AND USES			
.20	Floor Area Ratio	§§ 102.8,102.10, 123	1.5 to 1 § 124(a)(b)
.21	Use Size *[Non-Residential]*	§ 790.130	P up to 2499 sq.ft., C 2500 to 3999 sq.ft., NP 4000 sq.ft. & above § 121.2
.22	Off-Street Parking, Commercial and Institutional	§§ 150,153-157, 159-160,204.5	Generally, none required if occupied floor area is less than 5000 sq.ft. §§ 151,161(g)
.23	Off-Street Freight Loading	§§ 150,153-155 204.5	Generally, none required if gross floor area is less than 10,000 sq.ft. §§ 152,161(b)
.24	Outdoor Activity Area	§ 790.70	P in front; C elsewhere § 145.2(a)
.25	Drive-Up Facility	§ 790.30	
.26	Walk-Up Facility	§ 790.140	P if recessed 3 ft.; C otherwise § 145.2(b)
.27	Hours of Operation	§ 790.48	P: 6 a.m. - 2 a.m.
.30	General Advertising Sign	§§ 262,602-604, 608.1-.10,609	
.31	Business Sign	§§ 262,602-604, 608.1-.10,609	P § 607.1(f)2
.32	Other Signs	§§ 262,602-604, 608.1, 608.2	P § 607.1(c)(d)(g)

			Controls by Story		
		§ 790.118	1st	2nd	3rd +
.38	Residential Conversion	§ 790.84	P		
.39	Residential Demolition	§ 790.86	C	C	C
Retail Sales and Services					
.40	Other Retail Sales and Services *[Not Listed Below]*	§ 790.102	P	P	
.41	Bar	§ 790.22	C		
.42	Full-Service Restaurant	§ 790.92	C		
.43	Small Fast Food Restaurant	§ 790.90			
.44	Large Fast Food Restaurant	§ 790.91			
.45	Take-Out Food	§ 790.122	C		
.46	Movie Theater	§ 790.64			
.47	Adult Entertainment	§ 790.36			
.48	Other Entertainment	§ 790.38			
.49	Financial Service	§ 790.110			
.50	Limited Financial Service	§ 790.112	C		
.51	Medical Service	§ 790.114	C	P	
.52	Personal Service	§ 790.116	P	P	
.53	Business or Professional Service	§ 790.108	C	P	
.54	Massage Establishment	§ 790.60 § 2700 Police Code			
.55	Tourist Hotel	§ 790.46			
.56	Automobile Parking	§§ 790.8,156,160			

			SEC. 729. West Portal Avenue Controls by Story		
No.	Zoning Category	§ References	1st	2nd	3rd +
.57	Automotive Gas Station	§ 790.14			
.58	Automotive Service Station	§ 790.17	C		
.59	Automotive Repair	§ 790.15			
.60	Automotive Wash	§ 790.18			
.61	Automobile Sale or Rental	§ 790.12			
.62	Animal Hospital	§ 790.6	C		
.63	Ambulance Service	§ 790.2			
.64	Mortuary	§ 790.62			
.65	Trade Shop	§ 790.124	P		
.66	Storage	§ 790.117			
Institutions and Non-Retail Sales and Services					
.70	Administrative Service	§ 790.106			
.80	Hospital or Medical Center	§ 790.44			
.81	Other Institutions	§ 790.50	C	C	
.82	Public Use	§ 790.80	C	C	
RESIDENTIAL STANDARDS AND USES					
.90	Residential Use	§ 790.88	P	P	
.91	Residential Density, Dwelling Units	§§ 207,207.1, 790.88(a)	Generally, 1 unit per 800 sq.ft. lot area § 207.4		
.92	Residential Density, Group Housing	§§ 207.1,790.88(b)	Generally, 1 bedroom per 275 sq.ft. lot area § 208		
.93	Usable Open Space *[Per Residential Unit]*	§§ 135,136	Generally, either 100 sq.ft. if private, or 133 sq.ft. if common § 135(d)		
.94	Off-Street Parking, Residential	§§ 150,153-157, 159-160,204.5	Generally, 1 space per unit §§ 151,161(a)(g)		
.95	Community Residential Parking	§ 790.10	C	C	

TABLE III–70
ESTIMATES OF 10–YEAR DEVELOPMENT POTENTIAL, WEST PORTAL AVENUE NEIGHBORHOOD COMMERCIAL DISTRICT

[All Figures are in Gross Square Feet Except Residential Units (Shown in Parentheses)]

	– 1 – Eating/ Drinking	– 2 – Retail	– 3 – Office	– 4 – Total 1–3	– 5 – Other[1]	– 6 – Vacant[2]	– 7 – Total Non–Residential	– 8 – Residential Sq.Ft. (Units)		– 9 – Total Sq.Ft.
Existing Land Use:	42,100	177,400	72,500	292,000	70,800	0	362,800	107,100	(76)	469,900
Under Existing Zoning:										
New Construction[3]	+1,700	+11,200	+24,400	+37,300	–15,200	0	+22,100	0	(0)	+22,100
Conversions of Use	+800	+5,300	+2,400	+8,500	0	0	+8,500	–2,400	(–3)	+6,100
Total Change	**+2,500**	**+16,500**	**+26,800**	**+45,800**	**–15,200**	**0**	**+30,600**	**–2,400**	**(–3)**	**+28,200**
Potential Land Use	44,600	193,900	99,300	337,800	55,600	0	393,400	104,700	(73)	498,100
% Change–Land Use	+6%	+9%	+37%	+16%	–21%	0%	+8%	–2%	–4%	+6%
Under Proposed Zoning:										
New Construction[3]	+1,500	+9,900	+13,000	+24,400	–15,200	0	+9,200	0	(0)	+9,200
Conversions of Use	+800	+5,300	0	+6,100	0	0	+6,100	0	(0)	+6,100
Total Change	**+2,300**	**+15,200**	**+13,000**	**+30,500**	**–15,200**	**0**	**+15,300**	**0**	**(0)**	**+15,300**
Potential Land Use	44,400	192,600	85,500	322,500	55,600	0	378,100	0	(0)	485,200
% Change–Land Use	+5%	+9%	+18%	+10%	–21%	0%	+4%	0%	0%	+3%

NOTES: [1] Other = Non–Intensive Retail such as Paved Parking Lots, Non–Accessory Storage, etc.; Auto Garages and Service Stations; and Institutional Uses such as Churches, Schools, and Hospitals.

[2] Vacant = Vacant Lots and Vacant Commercial Spaces.

[3] New Construction = Construction and Demolition.

Square footage totals in rows and columns do not balance due to changes in building envelopes on lots, area taken up by rounding, and other factors.

All land use estimates are approximate.

5000 square feet would require conditional use review. Non-residential uses larger than 2500 square feet also would require conditional use review. New uses larger than 4000 square feet would be prohibited, to assure conformity with existing small use sizes in the district. Fast food restaurants, financial institutions, and places of entertainment would be prohibited. Proposed residential density standard would remain unchanged.

3. Impacts

Land Use. Soft-site estimates for the West Portal District, summarized in Table III-70 (previous page), reflect potential new construction and conversion of existing commercial space to more intensive uses.

Overall commercial development would occur incrementally over the ten-year time frame under proposed zoning controls at about three-quarters the rate as under existing controls. The major difference is a lesser amount of office space expected under proposed controls (about one-half as much as could occur under existing controls).

Transportation. Table III-71 presents projected trip ends by mode, based on the development potential estimates calculated for the West Portal District.

TABLE III-71

WEST PORTAL DISTRICT

PROJECTED NEW PEAK PERIOD* TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	27 Vehicle Trip Ends	23 Vehicle Trip Ends
MUNI:	24 MUNI Trip Ends	21 MUNI Trip Ends
Walk:	137 Walking Trip Ends	117 Walking Trip Ends
New Parking Demand:	4 Spaces	4 Spaces

*Peak Period for West Portal is Saturday afternoon, 1:00 - 4:00 p.m.

Proposed controls would allow additional commercial development, which would lead to a negligible increase in the on-street parking shortage. About 40 off-street spaces would be provided by new development under Planning Code accessory parking requirements under proposed zoning; about 50 spaces would be provided under existing zoning. Thus, the additional parking demand would be accommodated by the development which could occur. The increment of parking demand over the next 10 years should not be discernible to residents and users of the area. The small additional number of vehicle trips, spread over a three-hour peak period, would not perceptibly increase traffic congestion or interference with transit operations. The small number of additional MUNI trips, spread over the three-hour peak period and a number of transit lines, would not cause line capacities to be exceeded. Therefore it is concluded that the additional increment of traffic, parking demand, and transit ridership will not be significant with the proposed project.

Existing parking problems could be mitigated by present and foreseeable measures which will tend to improve the parking situation. Refer to the Mitigation section of this report (pages V-7 to V-12) for a discussion of general measures applicable to all neighborhood commercial districts to improve parking.

IV. CUMULATIVE IMPACTS

I. Introduction

Due to the comprehensive nature of the Neighborhood Commercial Rezoning Study proposal, this EIR already employs a cumulative approach for identifying and analyzing potential impacts of the project, presented in the Setting and Impacts Chapter (pages III-1 to III-209). The NCRS is comprehensive in that it addresses Master Plan policy and zoning controls for all NC locations. Because these policies and controls encompass a broad range and degree of variables (e.g. definitions, building standards; residential, commercial, and institutional use standards; and criteria for urban design and transportation issues), the NCRS offers more finely tuned zoning for NC districts than currently existing zoning. The proposed zoning controls for each NC location were formulated following a systematic review of all NC locations; this entailed an analysis of such planning issues as the mix and character of existing uses, scale of development, and housing supply. The degree of zoning regulation for each location was determined based on an assessment of these issues in a coordinated approach that is intended to be internally consistent within and among districts.

This EIR also employs a methodology which entailed an initial evaluation of all NC locations included in the proposal, to determine those which would be notably affected by the proposed controls. This methodology recognizes that there are numerous variables that influence development decisions, and that the relatively subtle effect of zoning controls are discernible only in the presence of strong market demand for development. Accordingly, the NC locations warranting further analysis in the EIR were determined to be those experiencing heightened development activity which has generated problematic physical effects such as traffic and parking congestion and loss of housing. Section III (page III-3) and Appendix A (pages A-1 to A-19) provide a more detailed description of the methodology.

This chapter will discuss cumulative impacts on three levels:

a) Interactive effects: the effects between NC locations and surrounding areas to the extent they may result in shared impacts (primarily transportation) and land use shifts. Surrounding areas include other NC districts, non-NC commercial or industrial districts, nearby residential districts, and downtown.

b) The cumulative effects of the NCRS proposal on the city's housing resources.

c) Related Master Plan and zoning changes: the effect of the NCRS proposal in the context of other City-sponsored planning and rezoning programs affecting other areas of the city.

The analyses are necessarily qualitative for the following reasons, which are further addressed in this chapter:

a) The influence that zoning may exert on development decisions in San Francisco, relative to other factors, is usually limited and imprecise (This has been discussed in greater detail in the Impacts chapter of this report, pages III-1 to III-2). However, the influence of zoning is somewhat more definable on a neighborhood-specific basis than in an overall citywide context, where it cannot be quantified.

b) Cumulative impacts of the NCRS are not manifested in a citywide, additive sense. Physical changes and resulting impacts permitted by the proposed zoning are usually meaningful only on a local basis in areas linked geographically in some way, due to the limited scale of change involved. The relatively low level of development potential and the dispersed locations of the NC districts result in physical effects of the rezoning that are discernible on a localized, not citywide, level. Thus, quantitative summation of changes in development and transportation effects of all NC districts would yield citywide totals which are not meaningful.

II. Interactive Effects

This section will discuss interactive effects between proposed NC districts and other areas. The discussion focusses on two types of interactive effects. First, ten specific areas are presented which exhibit combined impacts because of proximity of proposed NC districts with other NC districts, non-NC commercial areas, and/or residential areas. Second, potential land use shifts which may occur due to the new zoning districts and controls proposed in NCRS are discussed.

Combined Impacts - General Discussion:

Because the NCRS involves so many locations scattered throughout the city, "cumulative" impacts do not occur in a literal sense. In most cases, cumulative physical impacts of the proposed rezoning will center around localized areas of the city, particularly those areas in which development intensity and certain imbalances in land use activity have aggravated existing traffic and parking congestion, and transit circulation problems. Such problems may occur between different NC locations, or between NC and surrounding non-NC (primarily residential) areas. Generally, these districts are situated in a parallel or clustered fashion, rather than a linear configuration.

In a few cases, two or more commercial districts in close proximity may attract somewhat more trips than they would if they were more isolated from each other; i.e., may attract greater numbers of trips than the sum of the trips which might be expected for each district independently, due to their combined extent of commercial development and increased effective commercial density. In other words, such districts combine to create, in effect, a larger commercial district, which acts as a larger magnet for customers. However, this effect is moderated because linked trips between the interactive districts would occur, which would reduce the numbers of total trips, vehicular trips, and parking demand below the simple sum of the particular districts' individual numbers. Reduction of total trips as a result of linked trips occurs when, after arrival in the primary transportation mode, persons walk to more destinations in interactive districts than in smaller, more isolated NC districts, due to the proximity and combined variety of goods and services in the interactive districts. While most NC districts, even those in close proximity to one another, attract separate clientele and separate trips, the attraction of certain interactive districts to customers is largely based upon this convenience factor. In surveys of visitors to NC districts during peak travel periods, the average linked trip factor ranged from 2.8 to 3.1 visits per primary trip to the districts.

A more important and more common interactive effect occurs in cases in which the NC and/or other commercial districts are separated or surrounded by residential areas. Some such residential areas are affected if, due to parking shortages in the commercial areas, commercial users compete against residents and each other for on-street parking in the residential areas. In particular, residential areas "sandwiched" between two commercial districts can experience parking shortages at peak periods, when parking demand from the two districts may overlap.

Increments of traffic congestion and parking shortages generated by potential development under the NCRS controls would be limited and would not generate abrupt increases in traffic or parking congestion, even in the most active NC districts, either on an individual or interactive level. The increases over 10 years, as calculated in the Impacts section of this report, could be noticeable in areas with existing problems that have relatively high development potential (particularly Mid-Geary/Inner Clement/California, Valencia/Mission/24th Street-Mission, and Broadway/North Beach/Chinatown), unless other mitigation measures were implemented. While the proposed NCRS would partially mitigate these impacts by regulating land uses which have contributed greatly to problems that have evolved under current zoning controls, NCRS alone would not eliminate all impacts of existing adverse conditions and impacts generated by projected development. The Mitigation chapter presents other measures, particularly with respect to parking, that are available to further reduce adverse conditions in NC areas. Taken together, the NCRS proposal and the available parking measures could fully mitigate impacts of projected new development under proposed controls and reduce existing problems, resulting in a net improvement in many neighborhood commercial areas.

In the absence of the proposed project, impacts would be likely to increase somewhat more rapidly. Parking shortages, traffic congestion, displacement of neighborhood serving businesses, and other impacts could be greater than under the NCRS proposal due to the more unconstrained development which could be permitted under existing zoning controls. While the soft-site analysis performed for this EIR used the conservative assumption that conditional uses would be approved, it is expected that many such uses will be denied, modified, or discouraged from applying at all through persistent application of NCRS Master Plan policies. Thus, the amount of development which could occur under NCRS has likely been overstated in the analysis. Also, for development which is approved, conditions of approval are likely to be imposed which directly address potential impacts such as parking and traffic. Thus, it is probable that the mitigative effect of NCRS in reducing impacts which otherwise could occur has been understated in the EIR analysis.

Combined Impacts - Specific Districts:

Neighborhood commercial districts that could be subject to interactive or combined effects (whether with other NC districts or with non-NC areas) have been identified as follows (The citywide maps, Figures 1-24 in Chapter II, illustrate how each of the above districts group):

1. Mid-Geary Boulevard (NC-3)/Inner Clement NCD/California Street (NC-1)
2. Outer Geary (NC-3)/Outer Clement NCD

These two areas are examples of residential blocks "sandwiched" between linear commercial strips. During shopping and restaurant peak periods, the affected residential blocks experience parking shortages, manifested in blocked driveways and other difficulties. Development which would be permitted under NCRS would not contribute substantially to this existing problem, as evidenced in the transportation impacts analysis for Geary Boulevard and Inner and Outer Clement Streets contained in the Impacts section (pages III-41; III-82; and III-93). NCRS would prohibit new eating and drinking uses on Inner and Outer Clement Street and large fast food uses on Outer Geary, which would curb the evening restaurant peak parking demand.

3. Union NCD/Lombard (NC-3)/Chestnut (NC-2)

These parallel Marina district commercial streets, while serving somewhat different functions, are all busy areas which generate vehicle trips and parking demand which spills over into adjacent residential areas. As a result, these "sandwiched" blocks experience existing parking problems. Union Street is so popular during Saturday shopping and weekend evening eating/drinking/entertainment peak periods that parking demand spills over and may merge with that of Lombard/Chestnut Streets, affecting the three-block residential area between Union and Lombard, particularly in the blocks surrounding Fillmore Street.

Development on Union and Chestnut Streets which would be permitted under NCRS would not contribute substantially to these existing problems, as evidenced in the transportation impacts analysis for those districts contained in the Impacts section (pages III-163 and III-25). Lombard Street contains many undeveloped and underdeveloped sites, carries heavy traffic as designated State Highway 101, and would be under relatively less restricted NC-3 zoning. Because of these factors, pressure could be expected for hotel development, conversion of residences to commercial uses, and establishment of restaurants, auto-oriented businesses, and other uses which would be restricted or prohibited on nearby Union Street. Such development could generate new trips and parking demand affecting the entire Union/Lombard/Chestnut area. The magnitude and exact location of these potential effects is unknown at this time. Most of the uses mentioned above would require conditional use authorization, and undergo environmental review on a case-by-case basis at the time of their proposal. They would thus be subject to potential application of mitigation measures at that time. The parking requirement of 0.8 spaces per hotel room proposed in NCRS (versus the existing requirement of one space per 16 rooms), may discourage proliferation of hotels and would alleviate on-street parking demand caused by new hotels in this area.

Available measures to alleviate parking problems are discussed in the Mitigation section (pages V-7 to V-12).

4. Haight NCD/Cole (NC-1)

The Cole/Carl Street intersection forms the nucleus of a commercial cluster. This area and the Haight Street area experience parking difficulties due not only to commercial uses which attract trips from areas beyond the immediate neighborhood but also because of the density of, and lack of sufficient off-street parking in, the adjacent residential areas. At peak parking demand periods, especially weekend evenings when entertainment uses in both districts are active and many residents are home and parked on the street, parking is difficult on the blocks between the two districts. New development on Haight Street which would be permitted under NCRS would not contribute substantially to these existing problems, as evidenced in the transportation impacts analysis for that district contained in the Impacts section (pages III-119). NCRS would prohibit new eating and drinking uses on Haight Street, which could curb the evening restaurant peak parking demand. The Carl/Cole NC-1 district is of such small scale, and is so built out already, that additional potential development or intensification is very limited and could not contribute measurably to existing problems. Under NCRS, the prohibition of new eating and drinking uses in the Haight Street NCD would extend to the Carl/Cole NC-1 district because it is within 1/4 mile of the Haight Street NCD, further limiting potential additional impacts.

5. Valencia NCD/Mission (NC-3)/24th Street-Mission NCD

These commercial districts and their surrounding residential areas experience traffic congestion, transit slowdowns, and parking shortages resulting from their relatively high density and lack of sufficient off-street parking as well as the demand generated by the commercial uses. Overall future development in this area is dependent upon the extent of overall commercial viability of the Mission District. The 24th Street-Mission district is considered stable and is not expected to experience substantial development over the next ten years. Mission

Street itself may experience a low to moderate amount of commercial development, as could Valencia Street. Some increased traffic congestion, MUNI loading, and parking problems could occur. Based on the detailed transportation impacts analysis for Valencia and 24th Streets contained in the Impacts section (pages III-174 and III-184), and the generalized analysis for Mission Street contained in the NC-3 Impacts section (pages III-53), it is unlikely that significant new transportation impacts would be generated. The increase would be spread over a ten year period. The most problematic uses would be subject to conditional use approval and NCRS Master Plan policies requiring examination of transportation impacts prior to action on such proposals. Mission Street is proposed as a Restricted Use Subdistrict in which large fast food uses would be prohibited. Future larger development proposals would be subject to individual environmental review. These review processes would likely have the effect of reducing potential impacts.

6. North Beach NCD/Broadway NCD/Chinatown (C-2).

The high residential densities, high commercial intensities, and regional-serving characteristics of this area contribute to existing traffic congestion, parking shortages, and interference with MUNI operations. In addition, Broadway and North Beach are two of the few proposed NC districts which interact with downtown commute traffic. However, the potential interactive impacts among Chinatown, another area under separate planning and environmental review, North Beach and Broadway NCDs, and downtown, would not be intensive. Travel demand from NC districts along major commute routes to and from downtown could increase future traffic congestion on these routes to some extent. The effect is relatively small because while shopping trips linked to commute trips (i.e., persons stopping to shop on their way home from work) contribute somewhat to traffic congestion on major commute routes during evening commute peaks, generally shopping peaks in NC districts do not coincide with commute peak hours. Also, the number of commuters living in the Broadway/North Beach area who drive downtown to and from work is small; only 480 work vehicle trips are made in the downtown area during the two hour peak period (4:00-6:00 p.m.) by those who reside in the entire northeast quadrant of the city (a much larger area than Broadway/North Beach).[1] This number of vehicles could not significantly increase congestion or parking problems when spread over the many commercial streets and over the two-hour peak period. The proposed prohibition of drive-in uses in North Beach and Broadway (as well as in most other NC districts) would help prevent in the future uses that particularly attract automobile trips. As a result, the congestion which would have resulted from queuing vehicles waiting to use drive-in facilities would be prevented. Transit service is usually excellent on these routes, offering many commuters and shoppers viable alternatives to automobile usage.

New permanent zoning controls being considered for Chinatown, and interim controls in place as of July 24, 1986, involve a reduction in the development potential for the area, similar to the goals and objectives that underlie the proposed NCRS controls. Under the Chinatown proposal, permitted heights would be lowered from 65-160' to 50'-65'. Maximum permitted floor area of a commercial use on any site would be lowered from 3.6 to 10 times site area to 1.0 to 2.8 times site area. Office development which would not serve the Chinatown community would not be permitted. New housing would be permitted at a density of one unit for each 200 sq. ft. of lot area. The Chinatown Plan is currently under environmental review. Based on the greatly reduced development potential which the Chinatown Plan would allow, and the limited transportation effects which development under NCRS could produce in the North Beach and Broadway NCDs (pages III-135 and III-70), it appears likely that future cumulative impacts would be reduced to levels that are comparable to other interactive NC districts. That is, increases in traffic congestion and parking demand would be limited, and occur gradually over time. Measures contained in the Mitigation section (pages V-7 to V-12) are available to alleviate existing problems.

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[1] San Francisco Department of City Planning, Downtown Plan Environmental Impact Report, EE81.3, certified October 18, 1984.

7. Castro NCD/Upper Market NCD

These two commercial areas are linked both geographically and in types of uses (e.g., eating/drinking, specialty clothing stores, etc.). While they are not separated by, but rather are surrounded by, residential areas, the combined parking demand generated by the commercial uses as well as the relatively dense residential areas affects surrounding residential streets. Evening commute trips combined with shopping stops on Upper Market Street contribute to congestion which peaks from 5:00 to 6:00 p.m. The less restrictive controls relative to those for Castro Street proposed by NCRS for Upper Market could accommodate spillover demand from the more restrictive Castro Street NCD for certain types of development. Increased parking demand generated by this new development could, in turn, spill over to the Castro Street district and surrounding residential areas. The total amount of demand as projected in the transportation Impacts section analyses for Upper Market (page III-135) and Castro Street (page III-80) is not substantial if required off-street parking for the new development is taken into account. Measures contained in the Mitigation section (pages V-7 to V-12) are available to alleviate existing problems.

8. Sacramento NCD/Laurel Village (NC-S)/California Street (NC-2)

This district experiences parking problems due not only to commercial uses but institutional uses, as discussed in the Laurel Village (NC-S) Setting section (page III-59). Development on Sacramento Street and Laurel Village which would be permitted under NCRS would not contribute substantially to these existing problems, as evidenced in the transportation impacts analysis for those districts contained in the Impacts section (pages III-153 and III-62). The California Street NC-2 district at Presidio Avenue is too small (encompassing only seven lots) to accommodate sufficient new development to materially increase cumulative effects in this area. Potential traffic effects would not be a result of NCRS but could occur predominately due to changes in the area's institutions, such as increased intensity of use at the University of California, San Francisco at Laurel Heights (formerly Fireman's Fund) at California and Presidio.

9. Van Ness (C-2; proposed RC-3 and RC-4 with Van Ness Avenue Special Use District)/Polk NCD/Franklin Street (NC-3)
10. Hayes-Gough NCD/Franklin Street (NC-3)/Van Ness-Market Street (C-3-G)

The Van Ness Avenue corridor is adjacent or close to the Polk Street, Hayes-Gough, and Union Street NCDs, Lombard Street (NC-3), and Franklin Street (NC-3). Separate areas of interaction are Van Ness/Market/Franklin (Grove-Turk)/Hayes-Gough, and Van Ness/Polk/Franklin (Geary-California). The relatively large future development potential of Van Ness Avenue, a factor external to NCRS, heavily influences future potential impacts in this area. The proposed Van Ness Avenue Plan, discussed in more detail later in this section, generally promotes mixed use development including high density residential from McAllister Street to Broadway, and conservation of existing housing resources north of Broadway.

The main area of interaction between NC districts and Van Ness Avenue would most likely occur between Broadway, Post, Polk, and Franklin Streets. Here, about two-thirds of the Polk Street NCD would parallel a portion of the most potentially active stretch of Van Ness Avenue. In addition, a four block NC-3 district along Franklin Street between Geary and Pine, to the west of Van Ness, would be included in the interactive impact area. Interaction between Van Ness and Union Street or Lombard Street would not be nearly as notable because the northerly portion of Van Ness would have much more limited development potential, and because the other two streets' commercial activity is more concentrated toward the west, away from Van Ness.

The Van Ness Avenue Plan is the subject of a separate EIR due to be published in early 1987. The Van Ness EIR will provide project-specific and cumulative analyses that evaluate the traffic and parking impacts the Plan would generate, both on Van Ness and surrounding streets and parking resources (including Polk and Franklin Streets). Data for the report is in the preliminary stages of being developed. Interactive impacts among these districts and Van Ness are likely to focus on traffic volumes and competing demand for off-street parking. Impacts would be most identifiable between Van Ness and Polk, where land use activity would be the greatest. Parking shortages, traffic congestion, and transit slowdowns could increase, mostly due to potential Van Ness development. The contribution of Polk and Franklin Street development to these conditions would be relatively small. For transportation conditions such as parking and traffic circulation, "cumulative" impacts occur in a localized fashion and are a function of the types of interactive activities described above that share transportation networks and resources. The degree of interactive effect is further affected by the extent to which peaking characteristics coincide. If activities in adjacent districts do not occur at the same time, impacts would tend to be more specific to the district in which they were generated. For example, peak activity on Polk Street tends to occur in the evenings and on Saturday afternoons. Much of the development potential on Van Ness Avenue is expected to generate peak impacts during the weekday commute period between 4 and 6 p.m. However, certain existing uses along Van Ness (particularly between Post and Vallejo Streets) also experience parking demand peaks from entertainment places in the evening, particularly on Fridays and Saturdays. Under these conditions, and in light of the fact that eating and drinking establishments are high trip generators, interactive effects between Polk and Van Ness would tend to be more prevalent in the evenings. As discussed in the Mitigation section of this report (page V-10), a San Francisco Parking Authority garage is under consideration for Polk and Bush Streets, which would serve as a parking resource for Van Ness Avenue as well and which would also directly mitigate potential parking shortages from future development in the interactive area.

Land Use Shifts:

Traffic and parking impacts tend to be localized in nature and, especially in the NC districts, impacts in any one geographic area are largely independent of those in another area. However, in response to the proposed zoning controls, it is possible that certain shifts in land use could occur from NC locations with more restrictive controls to other NC or non-NC areas that are less stringently regulated. It is not possible to predict the specific locations or extent of such shifts. In general, however, the proposed zoning controls would tend to encourage more intensive or problematic commercial uses to locate in larger-scaled neighborhood commercial districts, or to areas not zoned neighborhood commercial or industrial. By restricting certain intensive non-residential uses such as automotive uses or tourist hotels in those NC districts with a scale and character which could be disrupted by such intensive land uses, the proposed controls would effectively limit the alternative locations for such uses to those districts with a more appropriate scale and character to accommodate the use. Also, the proposed controls would apply limits on commercial development by restricting upper-story commercial uses.

As one example of land use shifts which are predictable from analysis of the zoning control table, existing and new automobile repair shops could tend to shift over time from NC-1, NC-2, and most individual districts toward those districts in which the use would be principally allowed: C-M (Heavy Commercial), M (Industrial), and some C-3 (Downtown) Districts. Some auto repair could be allowed with conditional use permits in the NC-2 and NC-3 districts and the Haight, Upper Market, North Beach, Polk, Valencia, and 24th-Mission individual districts. Other uses which could tend to shift toward more intensively zoned districts include gas/service stations, car washes, auto sales/rentals, animal hospitals, ambulance services, mortuaries, movie theaters, and administrative services. The cumulative effect would be to better match the intensity of new land uses to the existing characteristics of the districts than do existing zoning controls. This would result in reduction or elimination of potential traffic congestion and noise impacts associated with such uses in the smallest, most sensitive districts and a reduction of potential impacts where such uses would be regulated through conditional use review in larger districts. These reductions would not be significant environmental effects. The conditional use review procedure is designed to ensure that a specific use is appropriate for the location, and allows the City Planning Commission or Board of Supervisors to deny applications for incompatible uses, or impose conditions on uses which are approved, to reduce potential adverse impacts. Conditional use review would also be applied to new projects in NC districts on large sites or new uses exceeding certain size thresholds. Proposed NCRS Master Plan amendments include guidelines for Planning Commission consideration of location and design of these conditional uses. In addition, individual projects would undergo environmental review to discover and mitigate the possibility of significant adverse impacts.

Prohibiting or limiting new such uses in districts in which their overproliferation has generated problems would not necessarily induce a shift of these uses to adjacent or other districts. Many commercial businesses demand locations only in certain areas where demand for their goods and services, transportation access, or other factors are attractive. For example, a prospective restaurateur may seek to locate on Union Street because of its nighttime activity and reputation as an eating and drinking and entertainment center. New restaurants would be prohibited on Union Street under the proposed zoning. Unable to locate on Union Street, the restaurateur may seek locations in scattered commercial stores in the residentially zoned or NC-1 districts nearby; however, the proposed zoning would restrict new restaurants in such locations if they were within one-quarter mile from the boundaries of the Union Street NCD. Although full service restaurants are freely permitted in the Broadway or Hayes-Gough districts, it cannot be assumed that a new restaurateur restricted from Union Street would locate on Hayes Street or Broadway, areas that may attract a different market than that of Union Street. However, restaurants may locate on Lombard Street (NC-3) to attempt to capture a Union Street clientele.

Another potential cumulative effect of the proposed controls may be to shift somewhat the location of new bars from districts in which they would be prohibited or limited through conditional use review toward districts in which they would be permitted. Similar to marketing decisions affecting restaurants, not every prospective bar would shift location. On a citywide basis, fewer new bars may be started because someone restricted from opening a new bar in one neighborhood may not want to open one anywhere else. Cumulative environmental effects would not be significant on a citywide basis because locations most sensitive to impacts which bars could generate would be protected either through their prohibition or limitation, or other restriction such as limitations on hours of operation.

For the reasons outlined above, and as evidenced by the limited development potential numbers in Table IV-1, it is concluded that cumulative impacts of citywide commercial development under the proposed zoning controls would not be significant.

TABLE IV-1

10-YEAR DEVELOPMENT ESTIMATES COMPARED WITH EXISTING DEVELOPMENT IN 20 NEIGHBORHOOD COMMERCIAL DISTRICTS

DISTRICT	TOTAL EXISTING NON-RESIDENTIAL SQ. FT.	NET NEW* COMMERCIAL SQUARE FOOTAGE UNDER: EXISTING ZONING	PROPOSED ZONING
Hyde-Union (NC-1)	46,200	10,200	4,300
Chestnut (NC-2)	341,000	19,900	18,300
Geary (NC-3) Lyon-Wood	604,100	14,700	14,700
Geary (NC-3) 4th-10th	333,900	49,700	42,800
Geary (NC-3) 16th-26th	432,100	92,500	72,500
Laurel Village (NC-S)	144,900	0	5,800
Broadway	434,900	11,300	11,300
Castro St.	332,700	11,200	11,200
Inner Clement	592,300	27,400	11,200
Outer Clement	188,000	45,000	34,900
Upper Fillmore	559,200	131,300	81,400
Haight St.	468,900	31,000	30,400
Hayes-Gough	513,300	172,000	76,400
Upper Market	569,000	57,100	54,600
North Beach	1,206,300	203,900	114,100
Polk St.	1,423,700	90,900	82,200
Sacramento St.	398,100	116,100	32,300
Union St.	705,700	97,700	53,900
Valencia St.	1,686,700	53,500	37,100
24th St.-Mission	366,300	43,000	39,400
24th St.-Noe	286,100	29,800	24,700
West Portal	362,800	45,800	30,500

* "New" square footage includes conversions from other types of existing space as well as new construction. This column's figures are from Column 4 in Estimates of Potential Development Tables, Chapter III.

III. Housing

The NCRS proposal also addresses residential uses in neighborhood commercial districts. Proposed controls generally are designed to favor retention and creation of residential units in neighborhood commercial districts by prohibiting, or requiring conditional use review of, upper story residential conversions and residential demolitions in all districts; limiting upper story development in some districts to residential use only; and providing certain incentives for new housing (such as higher residential density limits). Soft site development projections for the 20 districts analyzed in detail in this report indicate a potential net total of 528 new residential units. This is a net figure which includes both potential loss of 116 units through conversion or demolition, and potential construction of 644 new units above commercial space. On a citywide basis, the net figure represents an increase of 0.2% to the existing housing stock of 321,050 units and an increase of about 2.7% to the existing 19,400 units in proposed NC districts. Environmental impacts of this additional housing would not be significant either in any district or on a cumulative basis because the housing would be on widely scattered, generally small sites. Moreover, housing generated by the proposed zoning would tend to be located on streets well served by transit, which would help to minimize any potential transportation impacts of the additional dwelling units. Any potential site-specific impacts would be disclosed at the time environmental review is carried out for specific project proposals.

The total number of dwelling units in proposed NC districts is about 19,410, representing about 6% of the city's total housing stock. Of these, about 11,270 would be prohibited from converting to nonresidential use under the proposed zoning; 6,015 (mostly on upper stories) could be considered for conversion with applications for conditional use authorization; and 1,655 (at the first story and below) could be converted as a permitted use. About 470 units would be conserved through NCRS by reclassification of dwelling units presently in commercial (C) areas to residential (R) zoning districts. As indicated in the soft-site analyses carried out for 20 of the proposed NC districts, only a fraction of the housing theoretically able to convert would be likely to convert during the time frame of the analysis, partly because market forces are not always favorable for conversion, and partly because proposed NCRS Master Plan guidelines for conditional use review of conversions would make it more difficult to convert. These guidelines are numerous (please refer to the NCRS Proposal for Adoption, Master Plan Policy 2, November 1986) but the guiding principle is that, in order to approve conversions, "the need for additional commercial space in the district should be clearly established. The need to preserve affordable housing may be presumed in light of the citywide shortage of such housing and established policy in the Residence Element." NCRS interim controls were in effect for most of 1985, a year in which 36 dwelling units were approved for conversion to nonresidential use. The permanent controls would be more stringent in their conversion policies. Thus, another indication is provided that the number of conversions which may be permitted under NCRS would not constitute a significant loss to the city's affordable housing resource.

Based on the soft-site analyses, it appears likely that more new housing would be built than would be lost through conversion, resulting in a net gain in housing. As discussed above, the NCRS proposal contains some policies which encourage mixed use development and incentives to provide new housing (e.g., somewhat increased densities over existing zoning in many areas). The loss of existing housing in neighborhood commercial districts would be notable even though a net increase in the number of units is projected, because existing housing resources generally are available at more affordable prices than newly constructed housing.

The city is actively involved on other fronts in sponsoring new housing near neighborhood commercial districts and elsewhere. In the five year period from 1981 through 1985, 5,127 new housing units were completed in the city. In 1985, 1,568 units were completed, of which 928 (59%) were built through public sector sponsorship. Another 1,744 units were under construction in 1985 (many of which have been completed in 1986); 1,479 additional units were authorized for construction in 1985; and about 7,500 units were under formal permit review in spring of 1986.[1] Altogether some 15-20,000 more units are reasonably expected to be completed by the year 2000.[2] Some of these units are or will be affordable to low- and moderate-income families through a variety of assistance programs.

Among the housing projects recently undertaken in or near NC districts are: Amancio Ergina Village, 72 units at Scott and O'Farrell Streets, near the Divisadero and Fillmore Street NC-3 districts; Winterland Apartments, 304 units (60 affordable to low and moderate income families) at Post and Steiner Streets, partly proposed for NC-2 zoning and also near the Divisadero/Fillmore districts; Mission-Capp Apartments, 47 low and moderate income units on Mission Street between 17th and 18th Streets, in the Mission Street NC-3 district; Dunleavy Plaza, 48 low and moderate income units at 16th and Hoff Streets, between the Mission Street NC-3 District and the Valencia Street NCD; Casa de la Raza, 51 low and moderate income units at 22nd and Bartlett Streets, also near the Mission and Valencia NCs; and Fillmore Center, 1,113 units over retail along the NC-3 portion of Fillmore Street between Geary Boulevard and Turk Street. Planning is proceeding for up to 203 single-family homes, of which 60% would be reserved for moderate-income buyers, on the vacant Balboa Reservoir site, adjacent to the Ocean Avenue NC-2 district. The sum of these and other new housing units sponsored in some way by the city are many times larger than the number which may be lost in NC districts for expansion of commercial uses.

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[1] "Changes in the San Francisco Housing Inventory - 1985," Residence Housing Information Series, San Francisco Department of City Planning, August 1986.

[2] Residence Element, San Francisco Master Plan, June 28, 1984, page 1.26, and Lois Scott and Roger Herrera, Housing Planners, S.F. Department of City Planning.

The Neighborhood Commercial Rezoning proposal is but one of many recently adopted or pending plans prepared by the Department of City Planning. Each of these plans, as implemented through zoning controls, is intended to control land uses to achieve certain goals and objectives for different areas of the city. These current planning efforts are part of a systematic revision of the City Planning Code which began in the mid-1970's with a comprehensive citywide rezoning of residential districts, completed in 1978. Downtown commercial areas (C-3 districts) were rezoned through the Downtown Plan process, beginning in 1980 and completed in 1985. Planning for neighborhood commercial areas began in 1978. The NCRS is the culmination of the Department's planning analyses and proposes a citywide zoning framework for NC locations. The NCRS would revise zoning for the neighborhood-serving commercial areas now zoned as C-1 (Neighborhood Commercial), and certain C-2 (Community Business), RC (Residential-Commercial), and some small C-M (Heavy Commercial) districts. Most remaining non-neighborhood serving C-2 areas (Van Ness Avenue, northern Chinatown, and northern waterfront) and certain mixed use areas such as South of Market and Showplace Square are currently under study for appropriate rezoning.

This section will present a summary of the Department's various plans and programs, followed by a discussion of their inter-relationships and potential cumulative impacts.

Summary of Plans and Programs

The most pertinent recently adopted plans or area zoning controls are: The Downtown Plan, effective October, 1985; the Rincon Hill Plan, effective December, 1985; the North of Market Residential Special Use District, effective March, 1985; the top of Nob Hill Height Reclassification, effective January, 1986; and the south and east slope of Nob Hill height reclassification, effective November, 1986; Chinatown interim controls, effective for six months commencing July 24, 1986; and South of Market interim controls, effective through March 2, 1988. The following plans are also relevant and are still under Department review; they are not yet adopted policy and are subject to public review and comment: the Van Ness Avenue Plan; the South of Market Plan; the Chinatown Plan; the Mid-Market Proposal; and the Mission Bay Plan.

The Downtown Plan covers areas of the city zoned C-3 (Downtown), including the downtown office core (C-3-O), downtown retail (C-3-R), downtown general commercial (C-3-G), and downtown support (C-3-S) districts. The Downtown Plan seeks to maintain the city, regional, national, and international importance of San Francisco's high quality office core, emphasize retail functions in the C-3-R and C-3-G districts and at ground levels in the other districts, and support functions such as warehousing and back office uses in the C-3-S district, while protecting environmental values such as historic preservation and sunlight access to streets. The Downtown Plan constricted the C-3 district by excluding the southern portion of Chinatown and Nob Hill, and the eastern portion of the Tenderloin (including Market Street toward the Civic Center). Compared with previous zoning controls, those adopted to implement the Plan limit the amount of development downtown through a general reduction of permitted building sizes. The intention is to clearly define a smaller, less intensive future downtown area which would not encroach into neighboring districts that have significant housing or other resources. The Downtown Plan also limits approvable office space in buildings over 50,000 square feet to a maximum of 2,850,000 square feet citywide through October, 1988. Preferred location of new office buildings is shifted from north of Market Street to the area around the Transbay Transit Terminal, between The Embarcadero, New Montgomery, Howard, and Folsom Streets. Retail development is promoted through requiring ground floor retail frontage in the retail district and limiting larger ground floor office uses (above 5,000 sq. ft.) in the other downtown districts.

Environmental impacts associated with downtown growth under the Downtown Plan are extensively analyzed in the Downtown Plan EIR (EE81.3, certified October 1984). The Downtown Plan was found by the City to have the following significant environmental effects: Exposure of increased numbers of office workers to seismic hazards; decreased air quality due to increased travel to and from Downtown; permanent loss of some architectural/historic resources in the Downtown; and increased use of transportation systems.

The Rincon Hill Plan and implementing zoning controls are intended to stimulate development of a high density residential neighborhood with supporting commercial services close to downtown, in the area generally bounded by Folsom, Bryant, Steuart, and Essex Streets. The area was identified by the City Planning Department as underused and appropriate to accommodate significant new housing resources. The new residential neighborhood to be created will include locally-serving retail and service uses. This central area will be surrounded by some commercial and light/service industrial uses to help provide daytime support for the services and stores contained in the residential area, and to provide a visual and acoustical buffer between the Bay Bridge/freeways and the new housing sites. It is estimated that 2400 housing units could be built under the new Rincon Hill zoning. It is hoped that to the extent downtown workers will choose to live on Rincon Hill, transportation congestion in critical corridors around the downtown could be reduced.

The North of Market Residential Special Use District zoning controls cover the area west of the downtown retail district, generally south of Post Street, east of Polk Street, north of Golden Gate/McAllister Streets, and west of Mason/Taylor Streets. The controls are intended to protect and enhance important housing resources in this area close to downtown; conserve and upgrade existing low and moderate income housing stock; preserve architecturally significant buildings and the existing scale of development; maintain sunlight in public spaces; encourage new infill housing at a compatible density; and limit development of tourist hotels and other commercial uses that could generate an adverse impact on the residential nature of the area. The SUD limits potential non-neighborhood serving office development and prohibits commercial uses above the second story. Height limits were lowered, from predominately 130'-160'-240' limits to 80'-120'-130' limits.

The Chinatown Plan proposed by the Department of City Planning ("Preliminary Policy and Zoning Recommendations," April 1986; adopted as interim controls for six months on July 24, 1986) seeks to protect existing scale and mix of land uses in the Chinatown core by generally reducing height limits and commercial floor area ratios and requiring preservation of existing housing. The Plan covers blocks north of downtown, from Powell Street on the west to Columbus Avenue and Kearny Street on the east, north to Green Street. The proposed controls contain incentives for housing in the form of floor area ratio bonuses if new commercial development is linked to new low/moderate income housing development, or upgrading existing housing and renting it at low/moderate income rates comparable to other housing found in Chinatown. The Plan is a follow-up to the Downtown Plan, which excluded Chinatown from its former C-3 (downtown) zoning. By reducing the potential for new, large scale office development, the Chinatown Plan would correspondingly reduce potential increases in traffic and transit impacts. To avoid inducing more automobile trips into the already congested Chinatown area, which is well served by transit, commercial off-street parking would be required only in one of the three new proposed use districts, and only for commercial development exceeding 10,000 square feet on lots larger than 20,000 square feet. One parking space per unit for residential development would be required, which could be relaxed for low/moderate income housing or if it could be factually demonstrated that less parking is needed.

In December, 1985, the Board of Supervisors reduced height limits at the top of Nob Hill from 160 feet to 65 feet, responding to concerns of residents over increasing traffic and transit congestion and view protection. The height reductions also limit potential intensification of the area due to pressures for downtown-related expansion. Similar height reductions affecting the south and east slopes of Nob Hill were approved and became effective on November 10, 1986.

The proposed South of Market Plan ("Proposal for Adoption," October 1986; adopted as interim controls for 18 months on October 2, 1986) seeks to generally conserve the existing wide mix of land uses, scale, and intensity of the area generally bounded by Mission, Second, and Townsend Streets and Division/Thirteenth Streets. The Plan is intended to support the existing successful function of the South of Market as a healthy, vibrant, and stable residential and business community, recognizing the need to provide a mixture of employment opportunities while maintaining and facilitating the expansion of the light industrial, and home and business service industries segments of the city's economic base. Plan goals include protecting existing housing and encouraging development of new, affordable housing; protecting existing economic, social, and cultural diversity; protecting and facilitating expansion of industrial, artisan, home and business service, and neighborhood-serving retail and community service activities; and preserving existing amenities and neighborhood livability. Through a wide variety of implementing actions, the Plan would encourage increased public transit service combined with improved parking management programs to minimize downtown-related through traffic impacts on the area. The South of Market Plan would impose zoning controls which generally reduce height, bulk, and floor area ratio limits and establish new base use districts and Special Use Districts to preserve existing residential and light industrial areas while providing specified areas appropriate for office space and nighttime entertainment.

The proposed Van Ness Avenue Plan (October, 1986), covering the Van Ness Avenue corridor from McAllister Street to San Francisco Bay, would aggressively promote new high density housing development through requirements for mixed use developments with residential uses above lower floor retail and office space. The vision is one of a residential boulevard with buildings stepped back to preserve light and air and to create a coherent street wall. The Plan could provide for about 2,200 new housing units through buildout of presently underdeveloped sites. Other Plan goals would be to save architecturally and historically significant buildings and improve the pedestrian environment.

The Plan contains an objective of providing safe and efficient movement on Van Ness Avenue for all users. Recommended policies to implement the objective include reduction of conflicts between transit vehicles and other moving and parked vehicles. New development would be required to obtain access from minor east-west streets whenever feasible. Drive-up facilities would be prohibited. Adoption of short-term parking rate structures for existing and new commercial parking resources would be encouraged. Use of upper-story auto storage spaces within existing auto showrooms along the Avenue as community parking facilities for adjacent projects would be encouraged.

The Mid-Market Proposal for Citizen Review involves lowering of height limits for the area generally bounded by Ninth, Market, Fifth, and Mission Streets, with exceptions allowed for providing affordable housing units. The proposal is intended to retain and improve the housing stock and architecturally important buildings in the area, to preserve the existing scale of development, and to protect sunlight access to United Nations Plaza.

The Mission Bay Plan is currently under study by the Department. It will cover approximately 300 acres generally bounded by Townsend, Seventh, Mariposa, and China Basin Streets. Mission Bay would introduce a new mixed-use neighborhood, adding a variety of new housing while also providing office, retail, research and development, open space/recreation, and light industrial uses. A Draft Plan for citizen review, containing a land use program and a series of design concepts, is due to be published during the review period of this NCRS Draft EIR.

Cumulative Impacts of Plans and Programs

As evidenced above, the plans seek to reserve specific areas of the city for specific types of functions and land use activities which are rather tightly defined through their various objectives, policies, and legislated zoning controls. Together, they represent a comprehensive, long-range planning effort that enables the city to pursue a diverse range of land use objectives within a relatively confined area: To create a well-defined, high density downtown office/retail core; preserve and enhance housing resources throughout the city; protect neighborhoods from encroachment of higher intensity downtown-type uses; ensure that the viability and local-serving characteristics of neighborhood commercial areas are maintained; direct significant new housing to certain areas relatively close to downtown which can absorb it with less impacts than existing residential neighborhoods and which are well served by transit to help minimize transportation impacts; and provide specific measures as appropriate for particular areas to mitigate transportation problems.

Most of these planning efforts have focused on subareas of the greater downtown. Prompted in part by the intense pressure for office development from 1980 to 1984, the Department's latest master planning and rezoning proposals have sought to strike a balance between installing new mechanisms for managing while allowing some growth in the city's downtown district, and preventing encroachment of office development demand into established residential, local-serving commercial, and other smaller-scale mixed use districts to the west (North of Market Residential Special Use District, Mid-Market Proposal); north (Chinatown); and south (South of Market). Recognizing that the Downtown Plan could still accommodate substantial growth in employment through the year 2000, the Department's planning program also includes a strategy for establishing housing opportunity areas in Rincon Hill and on Van Ness Avenue to expand the city's housing supply. Dwelling units in these high-density residential (and limited commercial) neighborhoods may provide housing for portions of the downtown employment population directly, or indirectly through the "reshuffling" of households among housing units within an expanded housing supply (this occurs because overall fluidity of the housing market is greater with an increased supply).

The NCRS proposal is different from the other plans described above in that it pertains to locations scattered throughout the city rather than covering a single area of the city. Therefore, its inter-relationships with the area plans are limited. The proposal is intended in part to limit pressure from larger scale development spilling over into neighborhood commercial districts. This situation is perhaps most germane for the North Beach and Broadway NCDs, which are adjacent to downtown and have felt pressure to accommodate geographic expansion of office development.

Administrative service offices (which do not have a retail component and are not open to the general public) are prohibited on third floors and above in all but NC-3 districts (in which they are conditional uses) under the proposed rezoning. These and other restrictions would allow neighborhood commercial districts to accommodate only a limited amount of small office space users which might be forced away from downtown, assuming such businesses could meet their needs in less central locations. Large-scale office and institutional uses seeking to expand outside downtown would not be able to locate in NC districts, due to the relatively restrictive commercial building envelope controls.

NC districts are intended to primarily provide neighborhood-serving commercial uses. In restricting the overall supply and intensity of commercial uses beyond existing limitations legislated in current underlying C-1 and C-2 zoning, NC districts may face upward pressure on rents and prices. The restrictions on "hot" uses in NC districts such as eating/drinking places and financial institutions are intended to alleviate this pressure by limiting or prohibiting those uses most able to bid up rents and real estate prices. Because most residential neighborhood populations are not growing significantly, no pressing need is foreseen to provide major new commercial development potential in NCDs.

Insofar as the NCRS would augment the Department's policies for the North of Market Residential Special Use District and Chinatown areas by preserving areas containing housing resources and small scale neighborhood-serving commercial districts, there are few other inter-related impacts among these plans.

The South of Market area, as one proposed for relatively less restrictive zoning controls, can be expected to absorb some of the more intensive commercial uses which would be restricted in neighborhood commercial districts under the proposed rezoning and which might seek alternative locations outside of NC districts. Thus, some land use shifts to the area from proposed NC districts could occur. To a large extent this trend is already occurring, as greater numbers of restaurants, bars, offices, and other development have located or relocated in the South of Market area in recent years. Much of this activity is due to market and other forces responding to the area's increased popularity, and not to zoning controls. However, the policies and controls proposed in NCRS might facilitate these shifts.

As discussed earlier, development permitted by the Van Ness Avenue Plan could interact with the Polk Street Neighborhood Commercial District to exacerbate the minor increases in traffic congestion, parking shortages, and transit operation problems expected under Polk Street NCD controls alone. The larger increase in housing and moderate increase in commercial activity projected for Van Ness Avenue would generate most of the transportation effects, and will be analyzed in a more quantitative manner (pending data which is currently in the preliminary stages of being developed) in the forthcoming environmental impact report for the Van Ness Avenue Plan, which will, in turn, also take into account effects from development projected under NCRS.

Development in the areas covered by these plans and in other areas of the city would increase use of transportation systems, which would contribute to cumulative citywide demand. Additional development permitted in neighborhood commercial districts under NCRS would be a relatively minute component of this overall increase because the amount of new development estimated is limited and because neighborhood commercial districts exhibit different peaking characteristics affecting transportation demand than most downtown development. Neighborhood commercial district peaks tend to occur in early afternoons (1:00 to 4:00 p.m.), particularly on Saturdays, due to shopping trips, with some evening (7:00 to 9:00 p.m.) peaks for districts with many restaurants and places of entertainment. Overall city transportation peaks occur on weekdays between 7:00 and 9:00 a.m. and 4:00 to 6:00 p.m. and are due primarily to journeys to and from work. Some neighborhood commercial district streets which serve as commute routes experience congestion and parking problems caused by drivers' shopping trips on the way home from work. These periods of congestion tend to be briefer than the neighborhood commercial peak times noted above. The primary cause of congestion in such cases (e.g., Upper Market Street; Lombard Street; Geary Street) is the commute traffic and not shopping traffic. The shopping stop is a "linked trip" which is part of the major purpose (journey from work to home) rather than the primary purpose of the trip. Additional such linked trips attributable to the limited amount of additional development which would be permitted under NCRS would be very limited and unlikely to measurably affect congestion.

The overall transportation effects of development which could occur under NCRS would not contribute to overall cumulative transportation effects that would be caused by forecast downtown growth as predicted in the Downtown Plan EIR.

As cumulative growth permitted under NCRS and other plans would be scattered throughout the city, and as transportation impacts would generally not be concentrated during citywide peak periods, vehicular travel would not contribute measurable air emissions to any potential cumulative air quality violations.

V. MITIGATION MEASURES

A. Introduction

The California Environmental Quality Act (CEQA) requires environmental impact reports to identify significant impacts on the environment which would be caused by a project, and mitigation measures to minimize the impacts. Based on the analyses contained below and in the Impacts section of this EIR, the Neighborhood Commercial Rezoning would not generate any significant adverse environmental impacts. Thus, no mitigation measures are required to be identified to reduce or eliminate impacts from the project itself. It is recognized, however, that some districts have existing problems of land use and transportation. The project would limit future exacerbation of these problems compared with existing zoning; however, it would not reduce the problems compared with the existing setting. Therefore, this EIR will go beyond the minimum requirements of CEQA to present measures to alleviate existing problems, discussed in Section B. below.

B. Mitigative Aspects of the Proposed Project

The Neighborhood Commercial Rezoning project proposal, consisting of Master Plan policies and zoning controls, is inherently different than a specific development project. Unlike a development project, once in place, policies and zoning controls are not irreversible. If problems arise due to application of the policies or zoning controls, or if unforeseen problems begin to emerge in neighborhood commercial areas, policies and zoning controls can be relatively easily modified to help solve such problems.

The Neighborhood Commercial Rezoning project proposal can be considered mitigative in intent because it has been formulated to reduce impacts which could occur, have occurred, or are occurring, under existing zoning. Many neighborhood commercial districts have experienced parking shortages; traffic congestion; interference with transit operations; loss of affordable residential units (due to conversion to commercial uses);

loss of neighborhood serving businesses; loss of uniform scale and character; loss of commercial diversity; and noise. These problems have been caused in part by proliferation of eating and drinking uses and specialty retail stores, offices, and overintensification of commercial development relative to the neighborhood's scale and character. The proposed project addresses these impacts by limiting their causes through zoning controls.

The proposed controls are designed to allow some additional commercial development in order to maintain the viability of these commercial districts as they change and expand in response to consumer demands. At the same time, the proposed controls seek to mitigate impacts of unrestricted commercial growth by restricting conversions of residential units to commercial uses; requiring review of development on large lots; limiting hours of operation in most districts; prohibiting or requiring conditional use review for problematic uses (those with the greatest potential for generating adverse effects); and instituting other measures designed to minimize impacts of commercial development on adjacent neighborhoods. In addition, revisions to Master Plan policies for neighborhood commercial districts, including specific guidelines, are proposed which address some of the potential impacts of development.

In recent years, certain commercial uses, such as restaurants or banks, have proliferated, in some cases displacing other uses such as pharmacies or launderettes, to produce an imbalance in the mix of uses in some neighborhood commercial districts. This imbalance tends to limit diversity in the types of commercial activity and reduce the number of businesses providing necessary convenience goods and services to nearby residents. In addition, noise, parking, traffic congestion, and litter impacts can be caused by an overconcentration of certain uses such as eating and drinking establishments. The project attempts to address these existing problems by prohibiting new eating and drinking places (fast food, take-out, full service restaurants, and bars) in those districts in which the problems have been most severe, requiring conditional use review in other districts which have a less severe problem, and requiring conditional use review of large fast-food and take-out food uses in the remaining districts. Limiting eating and drinking places is especially important to limit additional traffic and parking problems, because such uses attract a much higher number of trips than retail or office uses. The project would also require conditional use review of financial service uses in districts in which their proliferation has created or aggravated problems.

Another existing problem in many neighborhood commercial districts is the loss of affordable housing units, especially on upper stories, by conversion to non-residential use or by demolitions. The proposed zoning would prohibit upper story conversions of residences to commercial uses in NC-1 and certain individual neighborhood commercial districts, and require conditional use review of upper-story conversions and/or prohibit conversion at the third story and above in the other districts. Residential demolitions would require conditional use review in all neighborhood commercial districts. Extensive guidelines are provided in the proposed NCRS Master Plan amendments for the consideration of conditional uses by the Planning Commission, Planning Department Staff, and the public. Refer to the Cumulative Impacts section for quantitative analysis of the effects of the proposed zoning on residential units.

Some neighborhood commercial districts experience noise problems generated by certain types of commercial uses, such as entertainment, eating and drinking uses, or uses involving heavy machinery. The proposed zoning would alleviate some potential noise impacts by prohibiting those uses, limiting their locations, or restricting their operation. In addition, the proposed zoning would apply limits to the hours of operation of all commercial businesses except those in NC-3 districts, depending on the scale of the district and surrounding neighborhood. This requirement would alleviate late night noise and other related impacts on residents within the district and in surrounding neighborhoods.

The conditional use review procedure, used extensively in the Neighborhood Commercial Rezoning proposal to mitigate adverse impacts which might otherwise occur, could be used to deny development proposals which would generate adverse impacts or to impose conditions of approval to mitigate the adverse effects. Examples of conditions which the City Planning Commission has placed on problematic uses in the past year include limiting hours of operation; requiring noise and odors to be contained on site; prohibiting early morning loading or deliveries; and requiring sidewalks in the vicinity of the use to be kept clean. Extensive guidelines are provided in the proposed NCRS Master Plan amendments for the consideration of conditional uses by the Planning Commission, Planning Department Staff, and the public.

Interim controls in neighborhood commercial districts, which largely resemble the controls proposed for permanent adoption analyzed in this report, have been in effect since January, 1985. Controls similar in approach were in effect for nine Special Use Districts from 1980 through 1985. No significant impacts, on a citywide, district, or site-specific basis, have been predicted or identified due to development which has been approved during this period of interim controls. Between January 14, 1985, and November 1, 1986, a total of 146 applications for conditional use permits were received in NC districts. Of these, 52 were for fast-food and/or take-out establishments; 31 were for conversions of residences to commercial use; 25 were use reviews triggered by square footage thresholds; and 38 were for miscellaneous uses or activities. Of these applications, 22 were denied by the City Planning Commission or withdrawn by the applicants (including nine of the take-out/fast-food proposals) and 101 were approved, most with conditions. Twenty-three were still pending as of November 1, 1986. Sixty-nine of the applications were in individual NC districts; 74 were in general districts, including 30 in NC-3 districts, 34 in NC-2 districts, nine in NC-1 districts, and one in an NC-S district. (Three were NCRS-related applications located outside of NC districts under non-conforming use (NCU) provisions.) Of the 69 in individual districts, the largest number in any one district was 13 (Valencia NCD); Upper Market had nine, North Beach eight, and Haight Street seven. Conversions of a total of 57 units from residential to commercial uses were approved. Conversion of 16 units were disapproved, and conversions of two units were pending as of November 1, 1986. Table V-1, next page, provides a further breakdown

TABLE V-1

SUMMARY OF CONDITIONAL USE CASE DISPOSITION
UNDER NCRS INTERIM CONTROLS
JANUARY 1985 - NOVEMBER 1986

TOTAL NUMBER OF CASES FILED: 146*

Type of Application	Approved	Disapproved	Withdrawn	Pending	Total
Fast Foods	22	4	4	5	35
Take Out Foods	13	2	2	3	20
Restaurants & Bars	8	0	1	4	13
Housing Conversions	31	4	0	2	37
(units)	(43)	(6)		(2)	(51)
Housing Demolitions	3	1	0	0	4
(units)	(5)	(1)			(6)
Lot Size	7	0	0	3	10
Use Size	9	1	0	5	15
Institutions	6	0	0	2	8
Child Care					
Educational					
Religious					
Financial Services	2	0	0	0	2
Others	14	4	1	4	23
Auto Parking					
Gas/Service Stations					
Hotels					
Hours of Operation					
Amusement Arcades					
Outdoor Activity					
Animal Hospital					
Places of Entertainment					
TOTALS	115	16	8	28	167*

* Totals larger than number of cases because an individual case may involve more than one zoning category.

of the applications received under NCRS interim controls and the
disposition.

The above data indicate that, on both a citywide and individual distri
basis, the total amount of development which has been approved
neighborhood commercial districts under interim controls has not be
large enough to generate significant adverse environmental effects, a
the total number of residential units in neighborhood commercial distric
converted to commercial uses also has not been significantly large. Mu
of the activity approved, especially involving fast-food/take-out plac
and restaurants, have been expansions of or modifications to existi
businesses. Through the conditional use review process, the City Planni
Commission imposed conditions on almost all development approved
directly mitigate the potential adverse effects of the proposals. Und
the conditional use procedure, each proposal is evaluated thoroughly f
its conformity with the intent of the district in which it would
located and with Master Plan guidelines, as well as any addition
environmental considerations. Thus, the interim zoning has general
prevented or reduced, and not resulted in, significant adver
environmental effects. Furthermore, although impossible to prove
quantify, it is likely that potential development which could have be
approved under existing zoning and interim controls as conditional us
may have been modified or discouraged entirely from applying as a resu
of the zoning changes.

New development permitted by the proposed zoning controls would not generate significant impacts given the relatively small numbers involved, as detailed in the analysis for 20 districts in this report. Furthermore, each individual project would be evaluated against the mitigation guidelines and requirements of the Planning Code and Master Plan changes relating to neighborhood commercial development. In addition, under the California Environmental Quality Act (CEQA), proposed development projects would be subject to individual environmental review to determine whether they could have a significant effect on the environment. If so, an environmental impact report would be prepared and full consideration would be given to mitigation measures and alternatives under the CEQA process. Planning Code and other requirements help mitigate potential impacts of individual projects.

Based on the analysis presented above and results of soft-site methodology carried out for representative commercial districts as presented in Chapter III (Environmental Setting and Impacts) of this report, no significant impacts resulting from the project are foreseen. Thus, no mitigation measures are required under CEQA to reduce or eliminate impacts from the project itself. It is recognized, however, that some districts have existing transportation problems, which are discussed below.

C. Independent City Actions Which May Alleviate Existing Parking Problems

The proposed zoning project would help prevent further parking and traffic/transit congestion problems in neighborhood commercial districts by limiting proliferation of eating and drinking uses, which tend to attract larger numbers of auto trips than other types of retail uses, and by generally limiting the amount and type of new development in districts which experience the worst parking problems. Proposed zoning would require conditional use review of development on lots exceeding certain size thresholds and of uses exceeding certain size thresholds, depending on the scale of the district. These are designed to maintain existing scale and character of districts and prevent unacceptable increases in parking and traffic congestion.

The "5-Year Action Plan for Neighborhood Parking" (April, 1986; prepared by the Department of City Planning and available at the Planning Department office, 450 McAllister Street, San Francisco) proposes specific measures for high priority commercial districts, which have the worst current problems. The Plan has not been adopted by the City. Its suggestions are presented here simply to indicate that actions are available which, if implemented, may alleviate existing parking problems in NC districts. Those neighborhood commercial districts covered in the project proposal which are termed high priority in the Parking Plan are: Inner Clement-Mid Geary-California; North Beach-Broadway; Lombard-Chestnut-Union; Outer Clement; Upper Fillmore; Castro-Upper Market; 24th Street/Noe Valley; and Polk-Van Ness. Measures proposed for these districts are outlined below.

Inner Clement-Mid Geary-California: Four new spaces are proposed to be created by deleting unnecessary red zones. Conversion of parallel parking to angle parking is proposed to create 22 new spaces. Conversion of standard sized to compact sized metered stalls is proposed to create five new spaces. A validated parking program between district restaurants and owners of lots currently unused at night is also proposed. The proposal also recommends that the Parking Authority explore feasibility of constructing a parking garage in the area.

North Beach-Broadway: Reallocation of painted curb areas is proposed to create 13 new spaces. Other proposed measures include: Initiation of development of a parking facility; initiation of a feasibility study for implementation of a shuttle bus to and from private parking garages evenings and weekends; increasing directional signage to existing off-street parking facilities; establishment of a district validation program between merchants and private parking operators.

Lombard-Chestnut-Union Street: Currently a new 150-space garage is under construction at the Yerba Buena School site, on the block bounded by Lombard, Fillmore, Webster, and Moulton Streets. Unfortunately its location, at least three blocks from Union Street shopping, is not expected to entice many drivers away from on-street parking quests. It would help provide parking for the Chestnut Street NC-2 district. Installation of new parking meters is proposed on certain streets to increase turnover in 29 spaces. Reallocation of painted curb areas is proposed to create 13 new spaces. Conversion of metered stalls from standard to compact size is proposed to create seven new spaces. Thus, a total of 49 new or increased turnover spaces is proposed. Also proposed are establishment of a validation program between district merchants and private parking operators; establishment of evening and night private valet parking operations in lots reserved for daytime employee and/or patron only use, and other closed facility locations; and installation of directional signage on Union and Fillmore Streets indicating location of parking lot garages.

Outer Clement: One measure, conversion of parallel parking to angle parking to create new spaces, has already been completed. Conversion of standard sized to compact sized metered stalls is proposed to create two new spaces.

Upper Fillmore: Installation of new parking meters is proposed on certain streets to increase turnover in 25 spaces. Two new spaces are proposed to be created by deleting unnecessary red zones. A validated parking program between district merchants and operators of the Pacific Medical Center garage during evening and nighttime hours, and private valet parking operations for these hours at Grand Central Market on California Street are proposed as possible approaches. The proposal also recommends that the Parking Authority explore feasibility of constructing a parking garage.

Castro-Upper Market: Installation of new parking meters is proposed on certain streets to increase turnover in 25 spaces. Reallocation of painted curb areas is proposed to create six new spaces. Conversion of parallel spaces to angled spaces is proposed to create 26 new spaces. Conversion of standard size to compact parking stalls is proposed to create three spaces.

24th Street/Noe: Installation of new parking meters is proposed on certain streets to increase turnover in 29 spaces. One new space is proposed to be created by deleting an unnecessary red zone. Conversion of parallel spaces to angled spaces is proposed to create eight new spaces. Private valet parking operations for evening hours at Little Bell Market at Castro and Jersey Streets is also proposed.

Polk-Van Ness: Reallocation of painted curb areas is proposed to create 15 new spaces. Installation of parking meters is proposed to increase turnover in 33 spaces. A public parking garage is proposed at Polk and Bush Street and is currently in the planning stages. Although there are currently no specific building plans available, it is expected there would be approximately 140-150 spaces contained in the new facility, with some retail space provided at street-level. Specific plans for the garage will require additional City review by the Departments of City Planning and Public Works (Traffic Engineering), and MUNI to ensure that the circulation pattern does not generate additional congestion problems in the area. Other proposed measures include development of a district validation program between merchants and private parking operators and establishment of an evening private valet operation at surface parking lots closed after business hours.

The Haight Street, Sacramento Street, Valencia Street, and 24th-Mission Street districts are characterized in the Parking Plan as not needing priority individually-tailored measures at this time. The Plan proposes that their situations be re-evaluated within the five year period and possibly included in the priority list if needs require.

The Parking Plan also proposes general measures applicable to all neighborhood commercial districts. These include the following:

- validated parking programs between merchants and existing private parking operators;
- increased private valet parking operation at gas stations or other off-street facilities normally closed during peak demand periods;
- addition of metered stalls at unregulated curbside locations;
- conversion of parallel parking to perpendicular or angle parking, where appropriate;
- conversion of metered stalls to compact spaces;

- conversion of unnecessary painted curb (restricted parking) areas to parking;
- posting of proper signage and informational materials for existing off-street parking facilities;
- establishment of shuttle bus service from existing major garages outside the district;
- public subsidy of existing private off-street facilities through leasing for resident vehicle parking, investment in expansion of existing private parking facilities, subsidizing reduced rates for parking in private facilities;
- construction of new City off-street facilities;
- increasing public transit service, where viable;
- employer-subsidized transit passes to employees;
- restructuring pricing of on-street meters and City-operated off-street facilities; and
- increased levels of enforcement for overtime parking violations.

The Parking Plan should be consulted for details and proposed timing of these proposals. Existing parking problems would be alleviated to the extent these measures are implemented.

In residential areas which currently experience parking shortages due to spillover parking demand from nearby commercial districts, preferential parking programs could be instituted. These programs limit duration of parking within the neighborhood during the day for vehicles without special stickers, which are available to bona fide residents of the neighborhood. This program is already in effect in several city neighborhoods.

On certain neighborhood commercial streets experiencing traffic congestion, changes in traffic light red/green times could be instituted if deemed appropriate by the Bureau of Traffic Engineering, Department of Public Works.

Commercial parking requirements in the Planning Code could be amended to include other mechanisms for alleviating parking shortages. For example, stiffer parking requirements could be imposed on fast-food restaurants. Or, the thresholds triggering parking requirements could be lowered, with requirements on smaller sites infeasible for providing parking to contribute an in-lieu fee toward off-site parking facilities.

VI. SIGNIFICANT ENVIRONMENTAL EFFECTS WHICH CANNOT BE AVOIDED IF THE PROPOSED PROJECT IS IMPLEMENTED

The Neighborhood Commmercial Rezoning and Master Plan Amendments are intended to avoid significant environmental effects in neighborhood commercial areas citywide. The NCRS proposal is a "downzoning;" that is, it is in most cases more restrictive than existing zoning in terms of permitted land uses, building envelopes, commercial floor area ratios, size of new uses, dwelling unit conversions and demolitions, and hours of business operation. Implementation of the project would permit additional development in neighborhood commercial locations. Based on the analysis contained in the Impacts, Cumulative Impacts, and Mitigation sections of this report, the additional development which would be allowed would generate some additional traffic congestion, transit operation interference, and parking shortages. The increment is not considered significant either on a district level or on a citywide basis. Mitigation measures are available and discussed in the Mitigation section (pages V-7 to V-12) to reduce existing transportation problems.

The increase in residential and commercial development in proposed NC districts would increase use of transportation systems, which would contribute to cumulative citywide demand. Contribution of development in neighborhood commercial districts under NCRS would be a relatively minute component of this overall increase because of the limited amount of new development projected and because neighborhood commercial districts exhibit different peaking characteristics affecting transportation demand than most other development. Neighborhood commercial district peaks tend to occur in early afternoons (1:00 to 4:00 p.m.), particularly on Saturdays, due to shopping trips, with some evening (7:00 to 9:00 p.m.) peaks for districts with many restaurants and places of entertainment. Overall city transportation peaks occur on weekdays between 7:00 and 9:00 a.m. and 4:00 to 6:00 p.m. and are due primarily to journeys to and from work in the downtown area. While some trips generated by NC district activity do occur during citywide peak periods, impacts are also limited because many of the districts are located beyond maximum load points for streets and transit vehicles. That is, the further away an NC district is located from the downtown area, the fewer impacts would be generated even during peak travel periods, because greater roadway and transit capacity are generally available in such areas. Mitigation measures implemented through the Downtown Plan, and those available for the other plans, including neighborhood commercial parking measures discussed in this report, are available to reduce cumulative transportation impacts.

As cumulative growth permitted under NCRS and other plans would be scattered throughout the city, and as transportation impacts would generally not be concentrated during citywide peak periods, vehicular travel would not contribute significant air emissions to any potential cumulative air quality violations.

An unknown number of individual development projects which may be allowable under NCRS might have site-specific significant impacts. Such projects would undergo environmental review to disclose impacts and present possible mitigation measures specific to the projects and locations at the time of their proposal.

VII. THE RELATIONSHIP BETWEEN LOCAL SHORT-TERM USES OF THE ENVIRONMENT AND THE MAINTENANCE AND ENHANCEMENT OF LONG-TERM PRODUCTIVITY

The Neighborhood Commercial Rezoning and Master Plan amendments would not adversely affect the environment on a cumulative or long-term basis, as indicated through the analysis presented in the Impacts (pages III-1 to III-209) and Cumulative Impacts (Pages IV-1 to IV-28) chapters of this report. The project would narrow the range of land uses permitted in most neighborhood commercial districts. The intended purpose is to reduce potential environmental impacts such as noise, litter, visual clutter, and traffic which can be caused by new development.

Approval of the plan is considered by the Department of City Planning to be justified now because of observed problems caused by more unrestricted past development in neighborhood commercial districts. Approval of proposed Master Plan amendments and rezoning is considered to be the alternative which would best balance the need for viable future development and change in NC districts with the need to limit impacts of such development and change.

Individual housing and commercial developments which may be proposed in NC districts in the future would be subject to environmental review on an individual, site-specific basis at the time of their proposal to determine their potential environmental effects. Any impacts would be disclosed, mitigation measures suggested, and appropriate alternatives discussed at such time.

Approval and implementation of the Master Plan amendments and rezoning would not preclude the option of considering other alternatives in the future. Zoning changes and Master Plan amendments are not irreversible commitments, unlike approval of specific development projects.

VIII. GROWTH INDUCING IMPACTS

The Neighborhood Commercial Rezoning and Master Plan amendments would accommodate demand for future growth in neighborhood commercial districts. Because the residential neighborhoods which are served by NC districts are not experiencing notable growth and are not expected to do so in the future because they are almost fully built out, concomitant growth in neighborhood commercial districts which serve those neighborhoods is not considered necessary or desirable. Proposed NCRS policies and requirements would restrict growth more than would existing zoning. Growth permitted under NCRS would not cause service or utility capacities to be exceeded.

The NCRS contains some incentives for new housing construction (e.g., higher permitted residential densities in some locations; policies favoring construction of mixed-use buildings). The additional amount of housing would be in conformity with the Residence Element of the City's Master Plan, which documents the need for new housing in San Francisco. The potential amount of housing would be relatively small on a citywide basis (as indicated in the Impacts and Cumulative Impacts chapters of this report) and scattered in many locations in mostly small-scale structures. Thus, this new housing is not likely to generate significant environmental impacts on a citywide basis.

Individual housing and commercial developments which may be proposed in NC districts in the future would be subject to environmental review on an individual, site-specific basis at the time of their proposal to determine and disclose their potential environmental effects and any appropriate mitigation measures and alternatives.

The NCRS controls could facilitate shifts in certain land uses from the more restrictive neighborhood commercial districts to districts with lesser restrictions on such uses. Eating and drinking, administrative office, automobile-oriented, and financial service uses are examples of those which may be affected. The net effect would be to shift such uses toward higher intensity commercial areas. These changes, which are discussed in the Cumulative Impacts section (pages IV-1 to IV-28), represent shifts in potential new development and not overall growth inducement on a citywide basis.

IX. ALTERNATIVES

A. Introduction

The framework of this alternatives analysis is the proposed range of uses and building envelope standards as categorically defined in Article 7. The environmental implications of varying zoning controls would not be affected by changes in format. This analysis is intended to identify reasonable alternatives to the proposed zoning controls and to evaluate the environmental effects of the alternatives. The alternatives considered in this section focus on certain critical variables, which have been selected on the basis of their past history of controversy, history as issues leading to prior interim controls and special use districts, potential for modification through the NCRS public hearing process, and potential for increase or reduction in environmental impacts.

All possible combinations of these variables have not been analyzed; instead, each variable is analyzed separately so that potential impacts can be clearly identified for any reasonable range of zoning control combinations that involve changes in these components. For each variable selected, a range of more or less restrictive scenarios is identified and analyzed. The variables discussed are: vertical controls on commercial uses; residential conversion/demolition; eating and drinking uses; and signs. A "No Change - existing physical conditions" alternative defined as the existing physical conditions, and a "No Project - existing zoning" alternative defined as maintenance of the existing zoning, also are analyzed.

Major changes in boundaries of NC districts are not analyzed because neither contraction of neighborhood commercial district boundaries nor significant expansion of neighborhood commercial areas into residential areas is anticipated or proposed. Proposed NC boundaries have been delineated in most cases to include existing commercial uses; excluding such uses from commercial districts would render them nonconforming and would not be reflective of current land use conditions. Expansion of NC districts into adjacent residential areas would be directly contrary to the objectives and policies of the Master Plan, which call for retention of the existing housing supply, as well as protection of quality neighborhood environments. Expansion of NC districts into C-M (Heavy Commercial) or M (Industrial) zoned properties is also not anticipated within the scope of this rezoning study.

In defining the boundaries of proposed NC districts, some lots adjacent to existing commercial districts now zoned residential were rezoned into neighborhood commercial districts. Many of them already contain nonconforming commercial uses, which are permitted to continue operation in their present floor area and intensity of activity. Because the existing uses are more intensive than what would be permitted under more restrictive residential zoning controls, these sites do not offer any likely development potential through new construction or conversion. Therefore, an alternative of leaving these lots in residential zoning would not have the potential to generate significant physical changes. Certain lots now zoned commercial would be rezoned to residential districts under NCRS generally in recognition of their present residential use and linkage to larger residential areas. In the case of such lots, environmental effects would be less than if commercial development were to continue to be permitted thereupon. An alternative of leaving these lots in commercial zoning might have the potential to generate unknown, site-specific environmental effects.

Minor changes in the types of use controls, for example from permitted to conditional, or from conditional to not permitted, would generally not significantly affect the overall development projections and analysis contained in this EIR. (The exception is changes in eating and drinking use controls, which are discussed as an alternative because of the relatively large number of person-trips these uses attract, with concomitant potential transportation impacts.) Thus, for example, prohibiting financial institutions would not have a discernible effect on development projections or trips generated because other retail uses would presumably occupy space precluded from financial institutions and known financial institution trip rates (limited as they are due to their basis in suburban settings and on older data) fall within the range of trip rates attributable to retail uses.[1]

Changing the size of lots and uses subject to conditional use review requirements would have an unanalyzable effect on environmental factors because it is impossible to predict the disposition of applications under the conditional use process. Lowering these lot and use size thresholds would subject more projects to conditional use requirements, and raising them would subject fewer projects to the procedure. It is not possible to predict how the development projections developed for this analysis would change if these thresholds were varied. The development estimates contained in the Impacts chapter (pages III-1 to III-209) for the 20 districts analyzed in detail in this report did not assume that any conditional use applications would be denied, although reasonable application of proposed NCRS Master Plan policies was assumed.

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[1] Prohibiting financial institutions would have some effects which are either non-environmental or non-measurable. Proliferation of these uses has displaced neighborhood-serving businesses in some areas because of their ability to pay higher rents. Financial institutions are often larger in scale than prevailing neighborhood businesses, and thus can create potential urban design problems. They can also create potential traffic problems because of the tendency of their users to double-park on the street while conducting business. These effects are also caused by other uses able to pay higher rents, larger in size, and offering quick stop services. Prohibiting financial institutions may slightly limit, but would not eliminate, these future effects. The NCRS proposal requires conditional use review for new financial institutions in areas in which the above effects have been most pronounced, and would prohibit them in NC-1 and some other districts. Guidelines for their consideration under conditional use review include encouraging minimum distances between financial offices, avoiding demolition of sound buildings compatible in scale and character with the particular district, including continuous retail frontage if new construction, and pedestrian orientation. Because of these mitigative measures available through the conditional use review process, prohibition of financial institutions in other NC districts was rejected as being too restrictive relative to the environmental benefits therefrom.

Height limits could be lowered in various NC districts. Lowering heights would restrict development potential, which primarily would have the effect of reducing residential development potential in NC districts. Because residential trip peaks do not coincide with neighborhood commercial trip peaks, and because in the larger scale districts higher-story commercial uses are not likely to be economically feasible, lowering height limits would not significantly affect the transportation analysis in this report. Any change in numbers of trips, parking demand, and other factors would be toward lesser amounts because lowering height limits would reduce or not change projected development amounts. Depending on the geographic extent of a height limit reduction and the amount heights might be reduced, a reduction in future housing units which might be built in NC districts could result.

Rezoning of other areas zoned C-2 which are not proposed within the scope of this project to change to NC zoning, such as Chinatown and Van Ness Avenue, will be examined in separate environmental evaluations conducted as a part of ongoing planning efforts for these areas. The relationship to the NCRS proposal of these and other adopted and proposed plans is discussed in the Cumulative Impacts section of this report.

Additional individual area districts, with specifically designed controls, could be established (though no such districts are proposed at this time). As evidenced by the individual districts proposed thus far, individual district controls generally would be more restrictive than the general district controls currently proposed (except that in some locations, individual districts could increase residential density limits). More restrictions on the building envelope or the types of permitted uses would tend to limit or slightly reduce the potential for adverse environmental impacts. However, it is not possible at this time to determine with any certainty the locations of potential individual districts, their boundaries, or the combination of zoning controls, all of which would have to be known in order to evaluate them as alternatives in this EIR. If new individual districts are proposed in the future, they would receive environmental review at that time.

Significant changes to the types of zoning control categories are not anticipated. Extensive community input, public hearings, and experience in applying interim controls have identified the major issues requiring attention. No new issues which would warrant analysis as alternatives are apparent at this time.

B. Alternative 1: "No Change" - Existing Physical Conditions

Under this alternative, no change would take place in the present physical environment in NC districts over the 10 year time frame which this report uses for its analyses. "No change" assumes that the type and mix of business activities in the NC areas now would not change: Full service restaurants would remain as full service restaurants, medical offices would remain as medical offices, dwelling units would continue in residential use, etc. "No change" also assumes there would be no building alterations, demolitions, or new construction that would change the amount of commercial and residential floor area in the districts. This alternative would be the most restrictive of all zoning control alternatives analyzed. Discussion of this definition of the "No Project" alternative is included because it may be required pursuant to California court interpretations of CEQA.

This alternative is described in the Setting sections of this report (pages III-1 to III-209), which discuss the existing environment and existing transportation and land use conditions in the analyzed NC districts. This alternative would have no transportation effects other than those which may be caused by external factors (such as development outside NC districts or future changes in modal splits). Parking deficits would probably continue to be similar to those stated in the Setting sections. Exact future transportation impacts would depend on factors which cannot be predicted, such as future modal splits, linked trip ratios, and vehicle occupancies. Land use conditions, by definition, would remain unchanged.

This alternative was not considered to be feasible and was therefore rejected, because it would require freezing existing development in all neighborhood commercial districts in San Francisco, allowing for no changes in uses, no change or expansion of commercial space, and no intensification of existing uses in these areas. Also, no feasible method exists for preventing businesses from vacating space. The alternative would conflict with policies in the Commerce and Industry Element of the Master Plan which call for promotion of commercial revitalization and encouragement of community-based economic development in neighborhood commercial districts.

C. Alternative 2: No Project - Existing Zoning

The "No Project" alternative would retain all existing zoning: C-1, C-2, C-M, RC-1, RC-2, RC-3, RC-4, and some minor areas of other zoning districts. All interim controls, moratoria, and special use districts pertaining to neighborhood commercial districts would be removed. Under this No Project scenario, development would continue in NC areas, governed by existing zoning controls.

Land use and transportation impacts of development potential under existing zoning have been evaluated for 20 proposed neighborhood commercial districts: Each of 16 proposed individual districts and four representative proposed general districts. The land use impact analysis is presented in full in the Impacts chapters of this report and is summarized along with development potential under the proposed controls for comparative purposes in Appendix A, Table A.1, pages A-20 to A-25.

Under this No Project alternative, net new overall commercial space over the next 10 years could range from zero in the Laurel Village NC-S district to 203,900 square feet in the large North Beach district. Expressed as a percentage of existing commercial square footage, the increase under existing zoning could range from 0% in the Laurel Village NC-S district to 49% in the Hayes-Gough district. Additional space devoted to eating and drinking uses could range from 300 square feet in the Castro Street district to 26,400 square feet in the North Beach district.

For most districts, this alternative would allow more net new commercial space than the proposed zoning. The difference is most pronounced in the NC-1 (Union/Hyde), Inner Clement Street, Upper Fillmore, Hayes-Gough, North Beach, Sacramento Street, and Union Street, Valencia Street, and West Portal districts. In the other districts analyzed, net new commercial development space would be similar under either existing or proposed zoning.

Table A.1 also displays the net number of residential units which could be gained or lost over the next 10 years as a result of development under existing and proposed zoning in each of the NC districts analyzed. In each district analyzed, new net housing would be the same or less under existing zoning than under the proposed zoning.

A total of about 19,400 dwelling units are located in all proposed NC districts citywide. Under existing zoning, about 16,760 of these units, in C (Commercial) districts, would be vulnerable to conversion in the absence of special controls on conversions. Another 2,410 units on upper stories in areas currently zoned RC (Residential-Commercial) could be converted with a conditional use authorization.

Under the proposed NCRS zoning, about 1,660 dwelling units would be vulnerable to conversion citywide in the absence of any special controls on conversions. Another approximately 6,020 units could be converted with conditional use authorization. The proposed zoning would prohibit conversion of about 11,270 units, primarily on upper stories of proposed NC districts, and would protect another 470 units by removing existing dwellings from commercial zoning.

Transportation impacts under both existing and proposed zoning are summarized for each district for comparative purposes in Appendix B, Table B.3, pages B-6 to B-9.

Table B.3 indicates the number of trips, by mode, and the amount of parking space demand which would be generated by development under the No Project alternative (existing zoning) and under the proposed zoning. The number of trips and parking spaces demanded would be more than 50% greater under the No Project alternative than under the proposed zoning in the following districts: Castro Street, Inner Clement, Outer Clement, Upper Fillmore, Haight Street, Union Street, 24th-Mission, and 24th-Noe Valley. The largest absolute number of parking spaces demanded by new development projected under the No Project alternative would be in the North Beach (129 spaces), Union Street (45), and Upper Market (39) districts. While new parking demand under either existing or proposed zoning is similar in the Upper Market district, demand is greater under the No Project-existing zoning alternative than the proposed zoning in the North Beach (129 vs. 108 spaces) and Union Street (45 vs. 5 spaces) districts.

It would be possible, under this alternative, for large sized development to occur in neighborhood commercial districts. Such development generate more commercial activity than a particular district could accommodate, leading to potential impacts of traffic congestion and localized parking problems. The requirement under NCRS for conditional use review of all large sized development in NC districts would decrease this possibility.

This alternative carries the potential for generating certain adverse visual impacts. Because existing zoning generally permits general advertising signs in existing C-2 districts, existing billboards could remain and new billboards could be placed in many neighborhood commercial districts. In particular, the aesthetic character of some smaller-scale districts and those districts with special character could be adversely affected by large signs. Existing zoning places no restrictions on size or number of business signs. Proliferation of business signs can cause visual clutter and large signs can be out of scale in neighborhood commercial districts. Impact on the visual environment by billboards would be avoided or reduced in those districts under the proposed zoning, which would prohibit advertising signs in NC-1 districts and all individual neighborhood districts with the exception of Broadway. Also, limits on the number and size of general advertising signs in the NC-2, NC-3, and NC-S districts would be imposed under the proposed zoning. In addition, the proposed zoning would adjust the size of business signs to the scale of the district and limit the number of such signs per business.

Another potential adverse visual impact could be expected under existing C-1 and C-2 as well as RC zoning due to the lack of special controls on creation of large uses or development on larger lots. Larger sized development in neighborhood commercial districts in the past has disrupted existing scale in some areas. Furthermore, many larger-scale buildings, especially those occupied by a single business, interrupt the fine-grained, active retail frontage of neighborhood commercial districts, thus risking loss of pedestrian interest.

Some localized noise impacts could also occur under this alternative due to the lack of controls in C-1, C-2, and RC districts on commercial hours of operation. Certain eating, drinking, entertainment, and similar uses can generate noise affecting residents of neighborhood commercial districts and nearby neighborhoods. These potential noise impacts, while of concern to the immediate vicinity, are generally not significant because of their localized nature.

The Neighborhood Commercial Rezoning Study has been undertaken partly in response to, and to mitigate, impacts of existing zoning as outlined above. The No Project alternative, which would continue existing zoning, has been rejected because of lack of adequate controls for uses and buildings that are objectionable as well as the potential loss of affordable housing and visual quality. Scale of buildings and compositions of uses which would be permitted under this alternative could create significant adverse impacts in some locations. The NCRS would require conditional use authorization for all new uses exceeding certain size thresholds, and Master Plan guidelines for consideration of such conditional use requests which favor maintenance of existing scale and character of neighborhood commercial districts.

C. Alternative 3: Varying Vertical Controls on Commercial Uses

Under this alternative, new commercial uses in all NC districts would vary from being permitted only on the ground story (most restrictive) to being permitted on all stories (least restrictive). The latter scenario is essentially the same as current zoning in C-1, C-2 and C-M districts, and similar to RC zoning, which permits upper story commercial uses with conditional use approval. Impacts of the least restrictive scenario would be virtually indistinguishable from the potential impacts of development projected under existing zoning controls, as presented in the Impacts sections of this EIR and summarized under Alternative 2. The existing zoning alternative was rejected because of reasons discussed under Alternative 2, and because continuing to permit commercial development on all upper stories could allow overintensification of commercial uses, pressure for non-neighborhood serving office space, and potential loss of residential dwellings.

The most restrictive scenario would prohibit new upper story commercial development. In most districts, this would have the effect of reducing the amount of projected new office space, while in the larger, more intensively commercial districts, the reduction in projected new commercial space would include retail as well as space because such districts could otherwise support some retail stores above the ground story. Most new development and conversion projected in the analysis in this report has assumed office uses on upper stories.

Office uses generate far fewer trips than other commercial uses (about 18 trips per 1,000 square feet per day, vs. 68 for general retail and 595 for eating and drinking uses). Therefore, while the loss of this office space potential would reduce new trips and parking demand, the difference in most neighborhood commercial districts would not be large. The reduction in trips and parking demand under potential development would be larger in districts in which upper story retail uses are more likely, including the proposed NC-3 districts, some more intensive NC-2 districts, and the more intensive Castro Street, Polk Street, and Union Street individual districts. The reduction in new trips and parking demand generated by development under this alternative would generally not be significant, because most trips and parking demand would be generated by ground floor eating and drinking and general retail uses, which the alternative would permit. Of the districts analyzed in detail, the largest decreases in trips and parking demand under this alternative would occur in those with relatively large estimated second-story office development, including Geary Boulevard, Hayes-Gough, Upper Fillmore, and Polk Street.

It is not possible to predict how the more restrictive alternative of prohibiting commercial uses on upper stories would affect new construction. For example, it is possible that the alternative would allow for construction of greater numbers of housing units than the proposed zoning, because upper stories would be reserved for institutional or residential uses. However, it is also possible that new construction in NC districts would be inhibited by this alternative. Redevelopment of existing structures, especially, might not occur if replacement structures were limited to one story of commercial uses, in which case an unknown number of existing dwelling units might be retained or never built.

This alternative was rejected because it is considered too restrictive in proportion to its environmental benefits. The NCRS proposal strikes a balance between most existing zoning in neighborhood commercial districts, which allows commercial development on all stories, and this alternative. NCRS would allow commercial development on various numbers of stories depending on the existing scale of a particular NC district. This alternative was considered to be too restrictive in districts which are intended to provide for neighborhood commercial space and uses, resulting in lack of flexibility in meeting future commercial demand and changes in consumer needs. The Commerce and Industry Element of the Master Plan (Objective 8) and NCRS Master Plan policies both seek to maintain viability of, and provide a variety of goods and services in, neighborhood commercial districts. Restricting commercial uses to one story would inhibit attainment of these policies.

This alternative was not considered appropriate for districts with a large amount of existing upper story commercial development. These existing uses might be restricted from expanding and could possibly be forced to eventually terminate, depending upon specific nonconforming use provisions which would have to be enacted under this alternative. While space containing such uses would revert to housing, the main intention of NCRS is to protect and preserve existing neighborhood commercial activity.

E. Alternative 4: Prohibition of Residential Conversion/Demolition

Under this alternative, all residential conversions and demolitions would be prohibited on all stories, except in cases of hazardous and unsafe conditions. All other NCRS controls would be adopted as proposed.

This alternative would reduce the amount of housing which would be lost either under existing or proposed zoning controls through conversion to commercial uses or demolition by an unknown amount. Under NCRS, conversion of about 1,565 dwelling units (on ground stories) citywide would be principally permitted; conversion of about 6,015 units (on upper stories) citywide would be allowed subject to conditional use authorization. Some unknown fraction of these units would actually convert in the foreseeable future. For the 20 districts analyzed in this report, under existing zoning, a total of 336 dwelling units could be lost according to the 10-year soft site analysis presented in the Impacts chapter. Under proposed zoning, about 137 dwelling units could be lost. The range of housing units lost in each of the districts analyzed ranges from zero to 56 under existing zoning and zero to 23 under proposed zoning. Citywide numbers would, of course, be higher than the totals of the 20 districts analyzed but would be unlikely to approach the total number susceptible to conversion.

This alternative carries the possibility that abandonment, lack of maintenance, and even arson of existing buildings could occur to place buildings into an "unsafe or hazardous" condition. To the extent that this may occur, the purpose of the alternative would be undermined.

Commercial and institutional development potential would be limited under this alternative, because expansion of commercial activity in neighborhood commercial districts into dwellings and demolition of dwellings to provide new commercial structures would be allowed only if the dwelling units were structurally unsafe or unoccupiable. Assuming an average size of 1,000 square feet per dwelling unit, about 1,650,000 square feet of space citywide at ground stories would be precluded from conversion to commercial space. Another 6,015,000 square feet on upper stories would also be precluded from conversion, though relatively little of this space would likely have been approved for conversion under conditional use requirements of NCRS. Some retail and office demand which cannot be easily absorbed under such restrictions could spill over from neighborhood commercial to other commercial districts. The amount citywide is unknown. For the 20 districts analyzed in this report, a total of about 463,000 fewer square feet than under existing zoning and 174,000 fewer square feet than under proposed zoning would be converted to commercial use through conversion or demolition of housing over the 10-year time frame in all 20 districts analyzed. The total would be higher citywide. The square footage which would not be available for conversion in each district would range from zero to 75,900 under existing zoning and zero to 33,600 under proposed zoning.

Transportation impacts under this alternative would vary from district to district. In general, transportation impacts would be less than under existing or proposed zoning because the reduction in potential commercial and institutional space would correspondingly reduce overall increases in transportation demand. Some transportation demand would be added by the residential uses but a net decrease would still occur because residential trip factors are lower than those for commercial uses. The extent of the reduction in impacts would generally be proportional to the reduction in commercial square footage, which in turn depends upon the extent to which soft sites in the neighborhood commercial districts are now in residential uses. The greatest reduction would be in the Union Street, Upper Fillmore, and Sacramento Street Districts. This alternative would reduce trips and parking space demand generated by net new commercial development over the next 10 years by about 45% in the Union Street District, by about 40% in the Upper Fillmore District, and by about 20% in the Sacramento Street District, compared with the proposed zoning. The following table summarizes the differences in new trips and parking demand generated by development projected to occur under existing and proposed zoning, with and without this alternative, for these three districts:

TABLE IX.1

ALTERNATIVE 4
PROHIBITION OF RESIDENTIAL CONVERSION/DEMOLITION TRANSPORTATION IMPACTS

UNION STREET DISTRICT

	Under Existing Zoning:			Under Proposed Zoning:		
	Without Altern:	With Altern:	Diff:	Without Altern:	With Altern:	Diff:
Auto trips:	89	38	51	24	13	11
MUNI trips:	68	29	39	19	11	8
Walk trips:	174	74	100	47	26	21
Parking Demand (Spaces):	45	19	26	12	7	5

UPPER FILLMORE STREET DISTRICT

	Under Existing Zoning:			Under Proposed Zoning:		
	Without Altern:	With Altern:	Diff:	Without Altern:	With Altern:	Diff:
Auto trips:	83	41	42	31	18	13
MUNI trips:	76	38	38	28	16	12
Walk trips:	428	213	215	159	93	66
Parking Demand (Spaces):	14	7	7	5	3	2

SACRAMENTO STREET DISTRICT

	Under Existing Zoning:			Under Proposed Zoning:		
	Without Altern:	With Altern:	Diff:	Without Altern:	With Altern:	Diff:
Auto trips:	29	10	19	19	15	4
MUNI trips:	26	9	17	17	14	3
Walk trips:	149	52	97	96	76	20
Parking Demand (Spaces):	5	2	3	3	2	1

Transportation impacts in other districts under this alternative either more closely approximate those projected under existing and proposed zoning, or involve insignificant absolute numbers. The trips and parking space demand generated under this alternative would range from 0% to 20% less than under the proposed zoning in the following districts: Union-Hyde (NC-1); Outer Clement; Geary (NC-3, all three segments analyzed); Haight Street; Hayes-Gough; North Beach; Sacramento Street; 24th Street-Mission; and West Portal. Trips and parking space demand would range from about 40% to 45% less in the following districts: Chestnut (NC-2); Broadway; Upper Fillmore; Upper Market; 24th-Noe Valley; and Union Street. Trips and parking space demand would be about 55% less in the Inner Clement Street district and 100% less in the Castro Street district, but the absolute numbers involved are smaller than the three districts for which detailed data is given above.

Despite the reduction in transportation and land use impacts which would occur, this alternative was rejected in NCRS for a number of reasons. First, it is believed that a flat prohibition of residential conversions would be too restrictive in districts which are intended to provide for neighborhood commercial space and uses, resulting in lack of flexibility in meeting future commercial demand and changes in consumer needs. The alternative would not recognize cases in which a balance of objectives may favor conversion.

Second, neighborhood commercial districts, while recognized for the housing they do provide, particularly in terms of affordability and convenient transit access, are not intended to be a primary housing source for the city.

Third, prohibition of residential demolition would prevent the possibility of new development providing more dwelling units than the number demolished, thus increasing overall housing supply.

Fourth, housing losses which would occur under the NCRS proposal can be mitigated through city-sponsored new housing in residential areas near NC districts, as detailed in the Cumulative Impacts chapter of this report (pages IV-17 and 18).

Finally, the absolute reduction in trips and parking demand compared to the project, as displayed in Table IV.1, would be negligible over the 10 year time frame used for analysis and is thus not considered sufficient to warrant implementation of this alternative given the factors discussed above.

F. Alternative 5: More Restrictive Controls on Eating and Drinking Uses

This alternative would be more restrictive than the proposed zoning regarding new fast food, take out food, full service restaurants, and bars in NC districts. It would prohibit all new fast food restaurants (including relocation of existing establishments or changes in use of other eating and drinking establishments to fast food businesses) in all NC districts. In addition, this alternative would require conditional use authorization (rather than being permitted as proposed under NCRS zoning) for all new full service restaurants and bars in the NC-1, NC-2, NC-3, Broadway, Hayes-Gough, Lakeshore Plaza, and Valencia Street Districts; conditional use authorization would continue to be required for these uses in the other NC districts per the proposed NCRS zoning. Relocations of existing establishments and changes in use between different types of eating and drinking uses of existing establishments in districts which prohibit all new eating and drinking uses would be prohibited. All other NCRS controls not pertaining to eating and drinking uses would be adopted as proposed.

The effect of this alternative would be to reduce development potential for eating and drinking uses in existing and new buildings. An unknown amount of commercial space which might have been used for bars and restaurants would be available for other commercial uses. Because results of future conditional use reviews cannot be predicted, it is not possible to determine what proportion of new eating and drinking uses might be bars, full service restaurants, or take out food uses. An idea of the general magnitude of the amount of space involved can be gained from examination of the development projections of net new eating and drinking square footage under proposed zoning for the 20 districts analyzed in detail in this report. This square footage is zero in districts in which new eating and drinking uses are proposed to be prohibited, and ranges from 700 square feet in the Geary (NC-3, Lyon to Wood Streets) district to 25,300 square feet in the North Beach district. The other districts with projected square footages over 4,000 square feet devoted to eating and drinking uses are Geary (NC-3, 16th to 26th Avenues), Upper Market, Polk Street, and Valencia Street. These districts would be most affected by this alternative; that is, some of the projected amount of commercial space which would have been occupied by eating and drinking uses would probably be developed with other commercial uses. It is not possible to quantify these shifts, because the amount of would-be fast food use proposals which would be precluded, or the extent to which full service restaurant and bar applications would be denied through the conditional use process, cannot be predicted. It can be seen, however, that the potential total land use change in the analyzed districts under this alternative compared with existing zoning, proposed zoning, or existing conditions, would be small. The major land use impact would be to restrict the potential number and variety of new eating and drinking places in neighborhood commercial districts. Some fast food uses may be expected to shift more rapidly to areas of the city, close enough to NC districts to capture some of the same market, in which they would continue to be permitted by right under zoning, specifically C-3 (Downtown), C-2 (Community Business), C-M (Heavy Commercial), M-1 (Light Industrial), and M-2 (Heavy Industrial) districts.

New development which would be permitted under this alternative would generate less trips and parking demand than would new development under proposed zoning. The numerical increase in trips would be greater than existing trips due to increased general retail and office development which would still be permitted under the alternative. The amount cannot be quantified because of factors discussed above. The reduction in trips under this alternative compared with proposed zoning could slightly affect the future course of existing transportation problems in some districts by reducing travel and parking demand.

This alternative was rejected because it was considered to be too restrictive in proportion to benefits received. The proposed zoning controls are tailored to restrict eating/drinking places to an extent (i.e., as prohibited or conditional uses) appropriate for each neighborhood commercial district given the existing land use composition and problems experienced with existing eating and drinking places. Blanket prohibitions on fast food establishments could prevent legitimate demand for such uses from being met in NC districts. The conditional use procedure can help ensure that these uses are approved in appropriate locations and with appropriate conditions of approval to minimize potential problems such as noise and litter.

G. Alternative 6: Varying Controls on Signs

Under this alternative, the least restrictive scenario would be current zoning, under which general advertising signs (billboards) would be permitted, without regulation of number and size of signs, in all C-2 and C-M districts, with some restrictions in special sign districts. The most restrictive scenario would prohibit billboards in all NC districts.

The least restrictive scenario would subject neighborhood commercial districts to greater intrusion by billboards, potentially creating adverse visual impacts. The size and attention-getting character of many of the newer billboards is out of scale with most neighborhood commercial districts. Views of residents and users of buildings in and around NC districts could be impaired. The most restrictive scenario would eliminate the possibility of visual impacts and view impairment caused by new billboards.

The two extreme alternatives discussed above have been rejected in favor of a middle ground proposed by NCRS in which billboards would be prohibited in NC-1 districts and all individual NC districts except Broadway. Billboards would be permitted in NC-2, NC-3, and NC-S districts, subject to restrictions on number per lot and size of sign. Billboards larger than 300 square feet would not be permitted in any NC district as larger signs are mainly intended to be readily visible to fast-moving vehicles.

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XI. EIR Distribution List

NOTE:
The parties listed in this section received copies of the Draft EIR. Notice of availability of the Draft EIR was sent to all property owners within a 300 foot radius of all proposed NC districts, and all other interested groups and individuals requesting notice of this project.

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LIBRARIES

(2 copies plus one for branch library in neighborhoods)

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Branch library in neighborhood of site

APPENDIX A - EIR LAND USE IMPACT ANALYSIS METHODOLOGY

The Initial Study for the project identifies the potentially significant environmental impacts that could result from the proposed rezoning. The impacts identified fall within the following categories: land use, transportation and air quality. This section explains the methodology that has been developed to analyze potential impacts on land use.

In order to understand the methodology that has been used, it is first necessary to understand the nature of the proposed project. This project entails the rezoning of approximately 210 neighborhood commercial districts and more than 9,000 parcels throughout the city. This differs from a typical project reviewed in an EIR in that there is no specific development proposal currently under review.

A rezoning proposal, by itself, does not involve the development of any specific building. Zoning is a means by which a land use plan can be implemented. By regulating height and bulk, lot area, residential density and property use, a zoning ordinance controls development. In essence, a zoning ordinance establishes the framework, or envelope, within which any development must occur by defining the boundaries beyond which it may not extend.

Hence, a rezoning, by itself, does not constitute a physical change upon the environment. Rather, the changes upon the environment occur over time as development takes place under the new zoning controls. Therefore, in order to evaluate the potential impacts of the proposed project, it is first necessary to estimate the amount and type of growth and change (i.e. development potential) that can reasonably be expected to take place under the proposed controls. These estimates establish the starting point for the impacts analysis in the EIR.

Once estimated, the development potential under the proposed zoning controls can be compared with the estimated development potential calculated under existing zoning. Both of these development scenarios can then be examined relative to physical conditions that currently exist in the neighborhood commercial areas.

Such an approach allows for a two-fold analysis of the potential impacts of the proposed project. The first comparison shows how the conditions in neighborhood commercial locations under the proposed zoning controls (i.e. after realization of development potential) would differ from conditions under existing controls. The second comparison indicates how neighborhood commercial locations would be expected to change over time from their present conditions.

Selection of Neighborhood Commercial Locations

The EIR provides an analysis for each of the 20 sets of zoning controls proposed for the city's neighborhood commercial areas. Sixteen of them are specific to individual neighborhood commercial locations that for various reasons warrant tailored regulation of land use activity. The remaining four are general district classifications that are applied to the rest of the neighborhood commercial areas depending on their size and scale.

While it is necessary to examine each set of proposed district zoning controls, it is neither feasible nor worthwhile to analyze every neighborhood commercial area that is proposed for one of the four general district classifications, for the reasons discussed below. The background analysis employs a screening process to identify those representative neighborhood commercial locations that could likely be affected by the proposed zoning controls. Zoning often is not a significant determinant of changes that occur in an area.[1] Zoning is most likely to be a notable variable in influencing development trends in those areas that currently experience high development demand. Many effects, including increased noise, litter, loss of neighborhood-serving businesses, and decreased visual quality, can take place in areas in which rapid new development and/or intensification of existing development are occurring. Often, strong development demand generates problematic transportation-related conditions, such as parking and traffic congestion, which are a major source of environmental impacts in neighborhood commercial areas. Transportation problems are easier to measure than other types of impacts and are often of most concern to users of neighborhood commercial districts.

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[1] Recht Hausrath & Associates, "Neighborhood Commercial Rezoning Study - Economic Assessment and Impact Methodology," February 1983.

Based on these observations, a review of existing transportation conditions was conducted to determine which neighborhood commercial locations would be analyzed in this EIR. Selection of representative districts for analysis followed a review of the existing transportation setting for all neighborhood commercial locations. The existing transportation setting in a district is a blend of existing traffic, parking, and transit conditions. An assessment of these existing conditions was provided by the City Department of Public Works, Bureau of Traffic Engineering; the San Francisco Parking Authority; Muni Planning; and the Department of City Planning, Transportation Section.

Each neighborhood commercial location was evaluated with respect to its existing traffic, parking, and transit setting using a rating system of A (best conditions) to F (worst conditions). The ratings were not derived from quantitative analysis but consist of qualitative professional judgements by those most responsible for the particular transportation component, based on field observations and professional knowledge of transportation conditions. The purpose was to determine relative rankings of neighborhood commercial districts with respect to transportation problems. For traffic circulation, ratings A-F correspond to a range from free traffic flow (little delay) at rating "A" to jammed conditions (F). For parking, rating "A" describes a situation of no parking problem (spaces in excess of demand), while "F" indicates parking is virtually impossible; cars looking for spaces create their own congestion. For transit, "A" indicates no problems for schedule adherence for MUNI vehicles; "F" indicates major delays. (These ratings are not comparable to quantitative level of service designations.)

After ratings were received and compiled, the range of neighborhood commercial locations for further consideration was then reduced to those which received composite ratings of D to F. For these remaining locations, Department of City Planning staff examined past development trends to determine which locations experience a noteworthy demand for new development (through new construction or conversion).

This screening process identified almost all of the 16 individual neighborhood commercial locations as exhibiting existing transportation problems. In addition, the following general district locations were identified: Union/Hyde (proposed for NC-1 controls); Chestnut Street between Fillmore and Divisadero Streets (proposed for NC-2 controls); Geary Boulevard between Lyon Street and 26th Avenue (proposed for NC-3 controls); and Laurel Village Shopping Center at California and Laurel Streets (proposed for NC-S controls). These four districts were selected as representing the "worst cases" for environmental analysis of the proposed general NC-1, NC-2, NC-3, and NC-S controls because of their existing traffic problems and intensity of development. Thus, this EIR analyzes these four districts plus the 16 districts proposed for individual zoning controls.

Estimating Development Potential

Potential land use intensity impacts of the proposed project include both new development and changes in use on existing lots in various neighborhood commercial areas. As stated above, the first step in this methodology towards analyzing those impacts is the calculation of development potential within the neighborhood commercial districts under both the proposed and existing zoning controls. Such calculations are performed through the identification and analysis of "soft sites" within each district.

Soft sites are those lots which have been determined to be likely development sites in the next 10 years. For purposes of this analysis, "likely development" includes development through new construction (and structural additions), and conversion of existing space to more intensive land uses, so long as such changes are in conformance with zoning controls. On those sites projected for new construction, the analysis does not assume any exceptions to rear yard, off-street parking, or other Planning Code requirements.

The identification of soft sites within each district was accomplished through identification of certain physical characteristics of sites which were assumed to indicate potential for development or conversion of use, tempered by an understanding of the market forces and trends in the particular district.

Every lot in every neighborhood commercial district analyzed was examined in the field to determine existing conditions. This land use survey was carried out primarily in 1982-1983. While the information is therefore not completely current, especially with respect to individual commercial tenants, it is still representative of the character and mix of uses in most districts. For districts in which known development or other substantive changes have occurred since the survey was taken, updates were made. Updating the entire inventory is not necessary for the purpose of the environmental analysis because such a complete update would not materially change the analysis or its conclusions. The survey is so time-consuming that, with limited personnel, it is a practical impossibility to obtain a complete, up-to-date citywide inventory of all neighborhood commercial businesses. Changes in businesses occur so rapidly that information becomes out of date between the time such a survey is begun and the time it is completed.

Vacancy rates were assumed to be the same as the 1982-1983 base years for most districts, a conservative assumption since vacancy rates in that period were relatively low from a historical perspective. Exceptions to the vacancy rate assumption were made in the case of three districts with high vacancy rates: Hayes-Gough, Valencia Street, and 24th-Mission. In these cases it was assumed that the 1982-1983 vacancy rates would be halved for analysis purposes to allow for potential upgrading of these areas.

Soft sites were identified, based on the criteria and assumptions discussed below, and the sites were mapped and further examined for likely development scenarios, also discussed following.

Physical characteristics of sites and economic considerations which were considered to be indicative of possible development potential include:

- Sites without structures, or with only very minor structures, which are conducive to new development because of minimal site preparation costs and lack of foregone revenue relative to sites with existing structures which require demolition and are producing revenue. Such sites are often vacant lots, used for parking, or may be (for example) older independently-owned gas stations.

- Size, intensity of development, and economic vitality of existing uses relative to potential replacements. Structures considerably smaller than the average sized structure in a particular district (for example, older one-story commercial buildings or older single family houses) were considered possibilities for demolition and replacement with larger and/or taller structures. Existing low intensity development and/or evidently economically marginal uses were considered possibilities for conversions to more intensive uses.[1]

- Location, size, and slope of the site (e.g. corner locations provide greater access from the street and visibility than internal lots and are thus considered more attractive for development; locations nearer to centers of district pedestrian traffic are considered more likely to develop or redevelop than those at the fringes of neighborhood commercial districts; sloping lots offer subgrade parking access possibilities with less excavation than level lots would require).

- Physical condition and building materials of existing structures, to determine feasibility of development regarding demolition (e.g. concrete structures are more costly than wood structures to demolish), and/or construction (sites with deteriorating structures were considered more likely to be developed, either through demolition and new construction, or through rehabilitation; sites with relatively new development were not considered to be soft).[2]

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[1] Recht Hausrath & Associates, "Neighborhood Commercial Rezoning Study - Economic Assessment and Impact Methodology," February 1983, Appendix C, on file with the Department of City Planning, provided much of the methodology for determining feasibility of neighborhood commercial development which was employed in soft-site identification and assessment of development potential.

[2] Recht Hausrath & Associates, "Neighborhood Commercial Rezoning Study - Economic Assessment and Impact Methodology," February 1983, Appendix C.

- Vacant structures, which were considered conducive to new and/or intensified commercial uses.

- Recent development trends in the area, ascertained through review of recent building permit, Special Use, and conditional use application history checks; Neighborhood Commercial Rezoning Study collected data; commercial rents for some districts; vacancy trends for some districts; field observation; and professional knowledge and judgement of neighborhood planners in the Department of City Planning.

- Market demand for new development in the area, based on extrapolation of recent trends and professional planning knowledge of likely population and economic trends in neighborhood commercial districts.

It should be noted that identification of soft sites through this methodology for purposes of environmental impact analysis is not a prediction or guarantee that these sites will actually develop as predicted over the next 10 years. Not all of the identified sites may develop; other sites, not identified by this analysis, may develop instead. However, the total level of development in any of the districts analyzed is considered to represent the reasonable high end of the possible range of development which may occur in this time frame.

After soft sites in a district were identified, development potential (either by new construction or by conversion of existing uses) was estimated for each site under both existing and proposed zoning controls. Such estimates are based upon a number of considerations:

- Trends of new development in the area;

- Relative profitability between different uses;

- Constraints of zoning controls;

- Existing scale, intensity, size, character, building envelopes, and uses in the district.

The above considerations led to development of typical expected development scenarios for both new construction and changes of use in the various neighborhood commercial districts. Certain assumptions were made regarding new construction:

- Planning Code requirements of one parking space for each 500 square feet of occupied floor area for commercial uses over 5,000 square feet of occupied floor area, and one space per dwelling unit for residential uses, were assumed for all development. A gross area of 300 square feet per parking space, including all access and circulation areas, was assumed.

- Sites under 5,000 square feet generally were not assumed to be large enough to provide commercial parking. Sites between 5,000 and 10,000 square feet would not usually be developed in such a way as to trigger commercial parking requirements (occupied floor area was assumed to be 85% of gross floor area, thus a maximum 5800 gross square foot commercial use could be built without triggering off-street parking). However, such sites might be built out if located in districts with high economic activity, if the area was desirable for housing development, and/or if on-site parking could easily be built under commercial use because of site slope, or because of other site- and district-specific considerations. Sites over 10,000 square feet were usually estimated to develop with commercial uses large enough to include parking, usually with an additional housing component.

- Most typically, new development was assumed to consist of ground floor retail and second floor offices. In many cases, residential use on upper stories was assumed. In appropriate cases depending on the physical and economic factors previously discussed in this Appendix, one-story retail structures were assumed.

- For residential development, maximum densities permitted under zoning were assumed to the extent they could be accommodated on the soft sites, taking rear yard, height limits, parking requirements, and other zoning constraints into account. An average unit size of

850-1,000 square feet was assumed.

For conversions of use, the following assumptions were made:

- Sites which are vacant, have structures in poor condition, exhibit weak retail uses, are used for auto repair, or have miscellaneous low economic uses, were scrutinized for possible conversion to higher intensity commercial uses.

- Dwelling units in neighborhood commercial districts were considered for possible conversion (usually to offices) if they exhibit some of the following characteristics: location on the ground story; location directly above or adjacent to commercial uses with potential conflicts such as bars or auto repair; poor condition; having independent access on each floor. Buildings with just one dwelling unit were considered very possible for conversion; two or three units, possible; and four or more units, not possible. The likelihood of conversion was examined in light of the mix of present uses and the demand in the particular district (e.g. proximity to medical centers usually creates demand for medical offices nearby, commonly in converted dwelling units).

The estimated development activity is expressed in square feet for commercial uses (grouped by categories for eating/drinking establishments, other retail uses, and office use), and in number of units for residential uses. The existing percentage of street frontages occupied by eating and drinking uses was applied to the total new estimated retail development square footage to gain an estimate of the new eating and drinking square footage. This differentation is necessary for determination of transportation impacts, because eating/drinking uses generate much higher numbers of trips than general retail uses.

Totals of potential development for each district are calculated by use, by new construction or change in use, under existing and proposed zoning controls. These totals can then be compared to each other as well as to the existing conditions in the neighborhood commercial locations. The difference between the two sets of estimates indicates the potential land use impacts of the proposed controls, relative to development that could be expected to occur should existing controls be left in place. The difference primarily reflects differences in permitted uses between the two sets of controls. For the most part, uses which would be subject to conditional use authorization under the proposed zoning were assumed to be approved, unless specific Master Plan policies would prohibit such approval. Because a certain proportion of conditional use applications can be expected to be denied or reduced in size, the development potential estimates are likely to be overstated.

The net difference in developed space between existing conditions and the estimated future development potential quantifies the potential impacts of the proposed (as well as existing) zoning controls on the existing composition and intensity of land uses in the neighborhood commercial districts being evaluated.

Details of the procedure are exemplified by the analysis for the Upper Fillmore District, presented beginning on the next page. Similar analyses for the other districts are available on file at the Department of City Planning.

The tables which display the estimates of potential new development present the amounts in gross square feet. Table A.2 (page A-25) presents square footages of familiar commercial uses in San Francisco so that the reader may relate the square footages in the new development estimates to known spaces and stores.

It must be emphasized that this methodology represents one way to estimate future development for analysis purposes. The extent of development estimated is not guaranteed, especially on the particular sites selected. Not every site selected may be developed over the 10 year time frame; other sites not selected may well be developed or redeveloped. However, the totals are intended to represent reasonable "high end" estimates of 10-year development potential.

Example Soft-Site Analysis Methodology: Upper Fillmore District

I. Data Collection

1) Sanborn Maps and Neighborhood Commercial Land Use Inventories were reviewed to collect the following information for all parcels in the Upper Fillmore District:

   a) Assessor's Block and Lot Number, and street address.
   b) Size of parcel(s).
   c) Estimated building area for each type of land use on the parcel(s), which are grouped into the following general land use categories: eating/drinking (E/D), retail; office; "other" (representing miscellaneous non-residential uses that cannot be grouped into the E/D, retail, and office activity categories, such as auto repair facilities, parking facilities, institutions, and industrial uses), vacant, and residential units (residential use is expressed in both floor area and number of units).
   d) Vertical composition (location of each use by floor).

   Generally, the floor area estimates are on the high side, because the measurements taken are of outer walls and do not reflect such factors as common access areas, building articulation and setbacks (which if fully considered, would result in lower usable floor area figures).

II. Preliminary Screening for Soft Sites

1) Based on the above data that was collected, a preliminary review identified the "universe" of potential "soft sites," those sites considered candidates for new development or intensification of use over a 10-year timeframe: all vacant sites, all gas station sites, all buildings with four or fewer residential units (generally on the 1st or 2nd-story). Clearly, a reasonable analysis would not assume new construction or intensification on all these sites. However, the "universe" of potential

sites was the focus of further review through land use surveys and field visits to determine which sites, in the presence of more specific conditions favoring redevelopment or conversion, would be most reasonable to include in the development potential for the district.

2) In considering these sites, certain characteristics of the Upper Fillmore district influenced many of the decisions determining whether a site was soft:

   a) Upper Fillmore has become an attractive location, particularly over the past 5-6 years, for specialty retail, offices and E/D establishments. High demand for space has driven up rents and driven down the vacancy rates in the district. Consequently, judgments regarding the likelihood of conversions to commercial use (or intensified commercial use such as office to retail or E/D) in particular were applied relatively liberally. This results in a conservative analysis with regard to estimated future impacts. (New construction, however, is not as readily assumed because the combined fixed costs of demolition and new construction, in addition to land and finance costs, often makes new construction less feasible than intensification).

   b) The proposed controls for the Upper Fillmore district principally permit general retail sales and services, and general or medical offices on the first and second floor under new construction. Upper Fillmore has became an attractive district for offices, due in part to its proximity to the Pacific Presbyterian Medical Center. This factor tends to increase the number of sites considered for new commercial office space, whether through new construction or conversion. (In instances where such retail or office uses involved demolition or conversion of housing, however, conditional use review would be required.)

3) Conversions: A number of working assumptions were made to determine which of the "universe" of residential soft sites might actually be converted

over the 10-year timeframe. All ground floor dwelling units were assumed to be converted to retail (or E/D, under existing controls). Generally, single dwelling units above ground floor commercial were also assumed to convert. Examples of conversions:

- 2200-2202 Fillmore Street (Block 629/Lot 19): assumed conversion of existing flat over ground floor commercial to office use under existing and proposed controls.

- 2220-24 Fillmore (629/21): assumed conversion of existing flat over ground floor commercial to office use under existing and proposed controls.

- 2248 Fillmore (629/23): assumed conversion of existing flat over ground floor commercial to office use under existing and proposed controls.

In some, but not all, cases where there are two flats above the ground story, the second story flat was assumed to convert to office under proposed controls, but not the third story (individual access to flats would permit separate conversions). While office use is popular in this district, it is not reasonable to assume the conversion of all such two-flat buildings. Thus, the buildings that were assumed to contain conversion to office are not literal predictions, but are representative of what can reasonably be expected. Examples:

- 2327-2335 Fillmore (611/2): Assumed conversion of second floor flat above ground floor commercial to office use under proposed controls, leaving third floor flat in residential use. (Under existing controls, both flats were assumed to convert to office use.)

- 2328-32 Pine (654/7): Assumed conversion of existing ground floor and second story flats to commercial and office use, respectively, under proposed controls, leaving third story flat in residential use. (Under existing controls, all three flats were assumed to convert to commercial and office use.)

Residential buildings containing two or more units over ground floor garage generally were not considered soft for development under proposed controls. Many such buildings do not have individual access for each unit, thus making mixed use of the units unrealistic. In addition, such buildings were not assumed to have the ground floor garages converted to commercial space under proposed controls, because the garage is required parking for the units above. To convert, a variance would be needed to eliminate the required parking, and as stated earlier, this development potential analysis does not assume any variances to requirements of the Planning Code.

However, because the existing zoning controls are less restrictive than the proposed controls regarding conversions, conversions of residential uses above ground floor parking were considered to be possible under existing controls in some cases. Examples:

- 2431-2433 Fillmore (606/4); 2472-4 California (635/10); 2322-4 Pine (654-6): Assumed conversion of ground floor garage and two flats above to commercial and office space in all three locations, under existing controls.

As demonstrated by some of the examples above, assumptions about dwelling unit conversions to office (and other commercial uses) were made more liberally under the existing zoning (C-2) than under the proposed zoning scenario, reflecting the attractiveness of Upper Fillmore as an office location and the permissiveness of existing zoning controls. Some sites with two flats or apartment units above commercial ground floors that were assumed to only partially convert or not convert at all under proposed controls, were assumed to convert fully under the existing C-2 zoning (which contains no restrictions regarding upper floor commercial space nor any regulation of dwelling unit conversions to non-resdential use). However, even under existing controls, it was not assumed that all such candidate two-unit buildings were converted.

4) New Construction: As was the case with conversions, certain assumptions were needed to determine a reasonable scenario for development resulting

from new construction. As mentioned earlier, there are usually a number of additional cost factors (e.g. site acquisition, demolition, site preparation, and new construction costs) that have to be accommodated, which are not necessary for simple conversions.

Due to this additional risk in new construction, it is reasonable to assume that more developers would try to fulfill their objectives through conversion/alteration of existing structures in the district (even one as attractive for development as Upper Fillmore) before choosing new construction or redevelopment of a site. Therefore, not all eligible sites were assumed to contain new development in this EIR analysis.

Generally, the sites considered eligible for new construction are either vacant, or contain incidental structures such as gas stations. New construction soft sites in the Upper Fillmore district include three gas station sites at the intersection of California and Steiner Streets. Not all vacant sites were assumed for new construction. Some that serve as accessory parking lots for certain businesses, for example A/B 611/1 and 654/25, which provide parking for the Pets Unlimited Hospital and Grand Central Market, respectively, were not considered soft for new construction.

Sites assumed for new construction are generally larger in size, greater than 5,000 square feet. This allows for a mix of uses, including residential units; Upper Fillmore is one Neighborhood Commercial district that is also particularly attractive for new housing (the current condominium market slump notwithstanding), because it is adjacent to the prestigious Pacific Heights neighborhood. While current economic conditions may be slow for residential development, this district can still be expected to have an expanded housing supply over the next 10 years because of its location, assuming a cyclical resumption of market demand in the future.

Like the conversion sites, the sites selected in the new construction development potential analysis are representative, not literal estimates of development for the Upper Fillmore district. They are intended to provide an estimate of the aggregate land use changes in the district and are not attempts to predict which parcels would or should develop or redevelop. Actual future decisions regarding specific development cannot be predicted with certainty for a 10 year period.

III. Calculating Development Potential

1) Conversions: Based on floor area measurements taken from the Sanborn Maps, converted space was assumed to be a direct, one-for-one transfer of floor area from one use category to another. In the example which follows at the top of the next page, the development potential total would account for a net increase in office space and a net loss of an equal amount of residential space (one dwelling unit):

Site: 629/21	Eating/Drinking sq.ft.	Other Retail sq.ft.	Office sq.ft.	Residential sq.ft.	(# Units)
Existing Setting	-0-	1,750	-0-	1,750	(1)
Proposed Zoning	-0-	1,750	1,750	-0-	(0)

(Transfer of 1,750 square feet residential space to 1,750 square feet of new office space, thus eliminating residential floor area in the building).

2) New Construction: Calculating development on new construction sites is more complicated, requiring application of several assumptions regarding space demand for different necessary features in a new building. For example, parking was assumed to require 300 square feet/space (including access and circulation space); rear yard requirements (25% at residential levels only under existing zoning, as opposed to 25% setback at the second story and above under proposed controls); allowance for about 850-1,000 gross square feet per dwelling unit (to account also for common areas); allowance for about 10 feet of street frontage for garage opening and for access to any residential lobby areas. Where sites are larger than 10,000 square feet and located on sloping lots, excavation was assumed to provide a basement-level parking area.

All of these factors primarily affect the division of space at the ground floor level, which must also be balanced with reasonable assumptions for providing retail/commercial/eating/drinking space as well. It would not be reasonable, for example, to assume an entire ground floor would be used up for parking access and spaces and a residential lobby, with only 100 square feet left over for retail use. Retail/eating/drinking uses are the most potentially profitable occupants of space, particularly in popular neighborhood commercial districts like Upper Fillmore. It is therefore reasonable to assume that a developer would maximize commercial uses on a given site in the Upper Fillmore district, particularly at the ground story.

A reasonable assumption was made that a developer would not elect to trigger a Planning Code requirement for parking for commercial space unless: 1) the site is very large (greater than 10,000 square feet) and/or can provide sub-grade parking; 2) provision of such parking is balanced with a large amount of commercial space also to be provided in the building. Under the Planning Code, almost 5,900 square feet (gross) can be developed without providing parking (assuming occupied floor area equals 85% of gross floor area). For developments exceeding this amount, the Planning Code parking requirement would apply at a rate of one off-street parking space per 500 square feet of occupied floor area. Thus, a new 6,000 square foot (gross) general retail building would be required to provide 10 parking spaces [(6,000 x .85)/500 = 10.2 spaces]. It is not reasonable to assume such burdensome costs (providing 10 parking spaces) for so little additional floor space (100 square feet) would be paid by a developer. Therefore it was assumed that the potential for commercial floor space would have to be much greater than 5,900 square feet, thus requiring larger sites (10,000 square feet or greater) in order to justify the added costs of providing parking.

For residential development, the Planning Code requires one space per dwelling unit, a less prohibitive standard than for general commercial space. In light of this and the attractiveness of the district for residential use, the development potential estimates incorporate a general approach which maximizes commercial space without triggering its parking requirement (except on very large sites), and to utilize space for parking to meet residential parking requirements in mixed use buildings. This applies primarily to smaller sites (less than 10,000 square feet.

Thus, in spite of residential density standards in the Planning Code that determine how many units may be built on a site, it is often the physical constraints of the site that determine how much housing can be built. The balancing of ground floor space requirements of commercial use and parking is the major variable determining how many dwelling units were assumed to be developed.

For example: The site at 2444-66 California (A/B 635/9) is 13,167 square feet in size and has a theoretical potential for 21 dwelling units at the Planning Code density of one dwelling unit for each 600 square feet of lot area. Because the site is large, it can provide parking space for commercial use (which could be developed on the second floor as well as the ground floor as a principle permitted use). However, by providing second floor commercial floor area, the site can then no longer accommodate 21 dwelling units and still meet the residential parking requirement because of the space required to meet the commercial parking requirement. Since commercial space is expected to generate greater long-term economic return than residential space, the development potential estimates assume second story commercial floor area. Thus only 8-10 dwelling units of the 21 dwelling units potential is assumed to be built on this site.

On other sites, such as 2499 California (A/B 654/19A), which is 9,000 square feet in area, commercial floor area was limited to a level below the requirement for customer parking. This enabled the leftover site area to provide parking for residential use above, which was sufficient to accommodate 15 units, the maximum permitted under the residential density standards.

The above discussion outlines the specific kinds of conditions and development decisions that were considered and assumed in the development potential estimates for the Upper Fillmore district. The process of producing development potential estimates for all 20 districts analyzed in detail in this EIR involved tailoring development variables to reflect relevant conditions and market trends in each district. As a result, there are no constant thresholds that can be applied across the board beyond which assumed development is likely to occur. Inasmuch as there are certain rule of thumb relationships of physical space (e.g., floor area per parking space; floor area per residential unit; economies of scale for providing commercial or underground parking), they are general tools and guidelines that must still be applied in proper context given the conditions of each district. This development potential methodology is therefore necessarily inexact, providing a level of magnitude detail that is reasonable for analyzing the indirect effects of Master Plan and zoning amendments. In the 20 districts analyzed, these development variables have been assumed to varying degrees, which together present a full range of potential impacts.

Summary of Soft-Site Analysis Results: 10-Year Estimated Development Potential

The following Table A.1 presents, for convenience, a summary of the potential development in the 20 districts analyzed in detail for the Environmental Impact Report on NCRS, based on the methodology discussed in this Appendix. The table indicates existing land use and the change in land use under both existing and proposed zoning controls. The "Total E/D,R,O" column is the sum of Eating/Drinking, Retail, and Office square footages. "Other" represents non-intensive retail uses such as paved parking lots, non-accessory storage, etc.; auto garages and service stations; and institutional uses such as churches, schools and hospitals. "Vacant" represents vacant commercial space and vacant lots. Please refer to the more detailed tables in Chapter III for expanded information regarding land use in the districts.

TABLE A.1
SUMMARY 10-YEAR NEW DEVELOPMENT ESTIMATES IN NC DISTRICTS

District	Eating/ Drinking	Retail	Office	Total Comm.	Resid. # Units	Other	Vacant
NC-1 (Union/Hyde)							
Existing Development	3,900	18,800	3,400	26,100	81	20,100	0
Existing Zoning							
New Construction	+2,300	-2,300	+2,300	+2,300	0	0	0
Conversions of Use	0	+1,200	+6,700	+7,900	+8	-14,400	0
Total Change	+2,300	-1,100	+9,000	+10,200	+8	-14,400	0
Proposed Zoning							
New Construction	0	0	0	0	0	0	0
Conversions of Use	+2,300	+2,000	0	+4,300	+8	-17,700	0
Total Change	+2,300	+2,000	0	+4,300	+8	-17,700	0
NC-2 (Chestnut)							
Existing Development	62,800	206,100	21,900	290,900	449	41,200	8,900
Existing Zoning							
New Construction	+1,600	+4,300	+1,700	+7,600	+ 8	0	0
Conversions of Use	0	0	+12,300	+12,300	-10	0	0
Total Change	+ 1,600	+4,300	+14,100	+19,900	- 2	0	0
Proposed Zoning							
New Construction	+1,600	+4,300	+1,700	+7,600	+ 8	0	0
Conversions of Use	0	0	+10,600	+10,600	- 7	0	0
Total Change	+ 1,600	+4,300	+12,300	+18,300	+ 1	0	0

District	Eating/ Drinking	Retail	Office	Total Comm.	Resid. # Units	Other	Vacant
NC-3 (Geary - Lyon to Wood)							
Existing Development	3,900	266,300	600	270,800	37	323,400	9,900
Existing Zoning							
New Construction	+ 400	+2,700	+9,400	+12,500	0	-9,400	0
Conversions of Use	+ 300	+1,900	0	+ 2,200	0	-2,200	0
Total Change	+ 700	+4,600	+9,400	+14,700	0	-11,600	0
Proposed Zoning							
New Construction	+ 400	+2,700	+9,400	+12,500	0	-9,400	0
Conversions of Use	+ 300	+1,900	0	+ 2,200	0	-2,200	0
Total Change	+ 700	+4,600	+9,400	+14,700	0	-11,600	0
NC-3 (Geary - 4th to 10th Aves.							
Existing Development	26,700	136,900	29,400	193,000	67	123,700	17,200
Existing Zoning							
New Construction	+2,700	+16,600	+16,500	+35,800	+8	-22,200	-8,900
Conversions of Use	+1,600	+ 9,600	+ 2,700	+13,900	-2	- 8,400	0
Total Change	+4,300	+26,200	+19,200	+49,700	+6	-30,600	-8,900
Proposed Zoning							
New Construction	+2,400	+14,900	+16,500	+33,900	+31	-27,100	-8,900
Conversions of Use	+ 900	+ 5,300	+ 2,700	+ 8,900	- 2	- 3,500	0
Total Change	+3,300	+20,200	+19,200	+42,800	+29	-30,600	-8,900
NC-3 (Geary - 16th to 26th Aves.)							
Existing Development	68,800	276,000	26,100	370,900	138	46,300	14,900
Existing Zoning							
New Construction	+6,400	+26,300	+38,200	+70,800	0	-39,000	-10,900
Conversions of Use	0	0	+21,700	+21,700	-21	0	0
Total Change	+6,400	+26,300	+59,900	+92,500	-21	-39,000	-10,900
Proposed Zoning							
New Construction	+5,800	+30,100	+22,200	+57,900	+26	-39,000	-10,900
Conversions of Use	0	0	+14,600	+14,600	-17	0	0
Total Change	+5,800	+30,100	+36,800	+72,500	+ 9	-39,000	-10,900
NC-S (Laurel Village)							
Existing Development	13,200	68,800	56,400	138,400	0		6500
Existing Zoning							
New Construction	0	0	0	0	0		0
Conversions of Use	+1,500	-1,500	0	0	0		0
Total Change	+1,500	-1,500	0	0	0		0
Proposed Zoning							
New Construction	0	0	+5,800	+5,800	0		-6500
Conversions of Use	+1,500	-1,500	0	0	0		0
Total Change	+1,500	-1,500	+5,800	+5,800	0		-6500

District	Eating/ Drinking	Retail	Office	Total Comm.	Resid. # Units	Other	Vacant
Broadway							
Existing Development	102,900	106,900	93,400	303,200	578	83,700	48,000
Existing Zoning							
New Construction	+1,600	+1,700	0	+3,300	0	-3,300	0
Conversions of Use	+1,800	+1,800	+4,400	+8,000	-2	-2,400	-2,400
Total Change	+3,400	+3,500	+4,400	+11,300	-2	-5,700	-2,400
Proposed Zoning							
New Construction	+1,600	+1,700	0	+3,300	0	-3,300	0
Conversions of Use	+1,800	+1,800	+4,400	+8,000	-2	-2,400	-2,400
Total Change	+3,400	+3,500	+4,400	+11,300	-2	-5,700	-2,400
Castro							
Existing Development	67,800	203,800	46,100	317,700	202	2300	12,700
Existing Zoning							
New Construction	0	0	0	0	0	0	0
Conversions of Use	+600	+1,700	+7,800	+11,200	- 8	0	0
Total Change	+600	+1,700	+7,800	+11,200	- 8	0	0
Proposed Zoning							
New Construction	0	0	0	0	0	0	0
Conversions of Use	0	+2,300	+8,900	+11,200	- 8	0	0
Total Change	0	+2,300	+8,900	+11,200	- 8	0	0
Inner Clement							
Existing Development	127,400	274,800	162,100	564,200	267	16,100	12,000
Existing Zoning							
New Construction	0	0	0	0	0	0	0
Conversions of Use	+5,300	+200	+21,900	+27,400	-22	-5200	0
Total Change	+5,300	+200	+21,900	+27,400	-22	-5200	0
Proposed Zoning							
New Construction	0	0	0	0	0	0	0
Conversions of Use	0	+5,600	+ 5,700	+11,200	- 6	-5200	0
Total Change	0	+5,600	+ 5,700	+11,200	- 6	-5200	0
Outer Clement							
Existing Development	55,600	56,500	17,600	129,700	282	56,000	2300
Existing Zoning							
New Construction	+6,600	+13,200	+4,900	+24,800	+1	-16,400	0
Conversions of Use	+8,000	+10,500	+1,600	+20,200	+10	-33,600	0
Total Change	+14,600	+23,700	+6,500	+45,000	+11	-50,000	0
Proposed Zoning							
New Construction	0	+14,700	0	+14,700	+22	-16,400	0
Conversions of Use	0	+18,500	+1,600	+20,200	+10	-33,600	0
Total Change	0	+33,200	+1,600	+34,900	+32	-50,000	0

District	Eating/ Drinking	Retail	Office	Total Comm.	Resid. # Units	Other	Vacant
Upper Fillmore							
Existing Development	49,400	195,000	180,700	425,100	375	107,200	26,900
Existing Zoning							
New Construction	+5,200	+20,800	+33,200	+59,200	+46	-39,200	-13,200
Conversions of Use	+4,200	+16,700	+51,300	+72,100	-44	-6,000	0
Total Change	+9,400	+37,500	+84,400	+131,300	+ 2	-45,200	-13,200
Proposed Zoning							
New Construction	0	+27,800	+14,000	+41,800	+87	-39,200	-13,200
Conversions of Use	0	+14,600	+25,100	+39,600	-23	-6,000	0
Total Change	0	+42,400	+39,100	+81,400	+54	-45,200	-13,200
Haight							
Existing Development	101,300	262,100	36,400	399,800	279	60,000	9,100
Existing Zoning							
New Construction	+4,400	+18,800	+2,500	+25,600	+37	-15,000	-2500
Conversions of Use	+11,500	-6,100	0	+5,400	- 1	-3,900	0
Total Change	+15,900	+12,700	+2,500	+31,000	+36	-18,900	- 2500
Proposed Zoning							
New Construction	0	+23,100	+1,900	+25,600	+33	-15,000	-2500
Conversions of Use	0	+5,400	0	+5,400	- 1	-3,900	0
Total Change	0	+28,500	+ 1,900	+30,400	+32	-18,900	- 2500
Hayes-Gough							
Existing Development	25,900	178,400	148,800	352,100	644	123,700	37,500
Existing Zoning							
New Construction	+2,200	+20,200	+115,200	+137,700	0	-56,700	0
Conversions of Use	+ 900	+ 7,800	+ 25,600	+ 34,300	-17	-14,400	0
Total Change	+3,100	+28,000	+140,800	+172,000	-17	-71,100	0
Proposed Zoning							
New Construction	+3,100	+27,900	+33,100	+64,100	+105	-56,700	0
Conversions of Use	+ 600	+ 5,400	+ 6,300	+12,300	- 3	-9,400	0
Total Change	+3,700	+33,300	+39,400	+76,400	+102	-66,100	0
Upper Market							
Existing Development	64,500	260,800	61,400	386,700	470	128,400	53,900
Existing Zoning							
New Construction	+6,900	+20,700	+5,000	+32,600	+37	-2300	-14,700
Conversions of Use	+1,500	+4,600	+18,400	+24,500	-20	0	0
Total Change	+8,400	+25,300	+23,400	+57,100	+17	-2300	-14,700
Proposed Zoning							
New Construction	+6,900	+20,700	+5,000	+32,600	+37	-2300	-14,700
Conversions of Use	+1,500	+4,600	+15,800	+22,000	-18	0	0
Total Change	+8,400	+25,300	+20,400	+54,600	+19	-2300	-14,700

District	Eating/ Drinking	Retail	Office	Total Comm.	Resid. # Units	Other	Vacant
North Beach							
Existing Development	196,600	314,200	236,300	747,100	2,254	399,100	60,100
Existing Zoning							
New Construction	+15,800	+71,400	+47,900	+135,100	+53	+70,400	-45,600
Conversions of Use	+10,600	+21,800	+36,400	+68,800	-31	-32,300	0
Total Change	+26,400	+93,200	+84,300	+203,900	+22	+38,100	-45,600
Proposed Zoning							
New Construction	+17,600	+45,200	+19,300	+ 82,100	+83	+40,600	-43,400
Conversions of Use	+7,700	+19,200	+ 5,100	+ 32,000	- 1	-31,400	0
Total Change	+25,300	+64,400	+24,400	+114,100	+82	+ 9,200	-43,400
Polk							
Existing Development	139,400	599,900	124,600	863,900	2,349	443,600	116,200
Existing Zoning							
New Construction	+4,100	+15,600	0	+ 20,700	+136	+43,300	-9,600
Conversions of Use	+3,200	+12,900	+54,100	+ 70,200	-26	-28,600	0
Total Change	+ 7,300	+28,500	+54,100	+ 90,900	+110	+14,700	-9,600
Proposed Zoning							
New Construction	+4,100	+15,600	0	+ 20,700	+136	+43,300	-9,600
Conversions of Use	+2,500	+10,200	+48,800	+ 61,500	-18	-28,600	0
Total Change	+ 6,600	+25,800	+48,800	+ 82,200	+118	+14,700	-9,600
Sacramento							
Existing Development	16,700	188,600	160,200	365,500	311	10,600	22,000
Existing Zoning							
New Construction	+ 200	+2,700	+ 9,100	+12,000	0	-2,900	-9100
Conversions of Use	+ 700	+13,300	+90,100	+104,100	-56	-28,400	0
Total Change	+ 900	+16,000	+99,200	+116,100	-56	-31,300	-9100
Proposed Zoning							
New Construction	+ 200	+4,200	0	+ 4,400	+ 8	-6,700	-9100
Conversions of Use	+ 700	+16,100	+11,100	+27,900	+ 3	-27,900	0
Total Change	+ 900	+20,300	+11,100	+32,300	+11	-34,600	-9100
Union							
Existing Development	82,700	344,900	229,600	657,200	366	19,800	28,700
Existing Zoning							
New Construction	+1,800	+13,100	-100	+14,700	0	0	0
Conversions of Use	+7,000	+13,100	+62,900	+83,000	-47	-19,800	0
Total Change	+ 8,800	+26,200	+62,800	+97,700	-47	-19,800	0
Proposed Zoning							
New Construction	0	+11,200	-1,100	+10,100	0	0	0
Conversions of Use	0	+13,500	+30,300	+43,700	-20	-19,800	0
Total Change	0	+24,700	+29,200	+53,800	-20	-19,800	0

District	Eating/ Drinking	Retail	Office	Total Comm.	Resid. # Units	Other	Vacant
Valencia							
Existing Development	103,000	456,500	64,800	624,300	1580	1,021,000	41,400
Existing Zoning							
New Construction	+2,000	+12,500	+2,400	+16,900	+47	-10,000	-12,900
Conversions of Use	+2,600	+16,800	+17,200	+36,600	-10	-21,900	0
Total Change	+4,600	+29,300	+19,600	+53,500	+37	-31,900	-12,900
Proposed Zoning							
New Construction	+1,700	+10,900	+2,600	+15,200	+46	-10,000	-12,900
Conversions of Use	+2,600	+16,800	+2,500	+21,900	0	-21,900	0
Total Change	+4,300	+27,700	+5,100	+37,100	+46	-31,900	-12,900
24th St.-Mission							
Existing Development	71,200	174,200	21,200	264,600	337	63,600	38,100
Existing Zoning							
New Construction	+4,600	+13,900	+9,900	+28,400	+6	-8,900	-11,400
Conversions of Use	+3,700	+11,000	0	+14,600	0	-14,600	0
Total Change	+8,300	+24,800	+ 9,900	+43,000	+6	-23,500	-11,400
Proposed Zoning							
New Construction	+4,500	+13,400	+6,900	+24,800	+4	-8,900	-11,400
Conversions of Use	+3,600	+10,900	0	+14,600	0	-14,600	0
Total Change	+8,100	+24,300	+ 6,900	+39,400	+4	-23,500	-11,400
24th St.-Noe							
Existing Development	44,600	146,400	34,600	225,500	363	52,100	8500
Existing Zoning							
New Construction	+2,500	+10,100	+2,100	+14,700	+13	-21,700	-2100
Conversions of Use	+2,700	+10,900	+1,400	+15,100	-16	-1,300	0
Total Change	+ 5,300	+21,000	+3,500	+29,800	- 3	-23,000	- 2100
Proposed Zoning							
New Construction	0	+11,100	+2,100	+13,200	+18	-21,700	-2100
Conversions of Use	0	+12,200	-700	+11,500	-11	-1,300	0
Total Change	0	+23,300	+1,400	+24,700	+ 7	-23,000	- 2100
West Portal							
Existing Development	42,100	177,400	72,500	292,000	76	70,800	0
Existing Zoning							
New Construction	+1,700	+11,200	+24,400	+37,300	0	-15,200	0
Conversions of Use	+ 800	+5,300	+2,400	+ 8,500	-3	0	0
Total Change	+2,500	+16,500	+26,800	+45,800	-3	-15,200	0
Proposed Zoning							
New Construction	+1,500	+9,900	+13,000	+24,400	0	-15,200	0
Conversions of Use	+ 800	+5,300	0	+ 6,100	0	0	0
Total Change	+2,300	+15,200	+13,000	+30,500	0	-15,200	0

TABLE A.2

SIZES OF SELECTED COMMERCIAL ESTABLISHMENTS

(All figures in gross square feet)

Establishment	Location	Gross Square Feet
Artemis Cafe	Valencia NCD	1,650
Bank of America	Stockton/Green	5,600
Bank of America	Market/Castro	3,800
Big Bell Market	24th Street-Noe NCD	18,750
Bud's Ice Cream	24th Street-Noe NCD	260
Bill's Place	Outer Clement NCD	1,575
Cafe Flore	Upper Market NCD	1,950 (inc. outdoor area)
Caffe Roma	North Beach NCD	3,200
Cala Market	Castro NCD	9,000
Cala Market	So. Van Ness nr. 24th	19,775
Castro Theater	Castro NCD	14,500 (not inc. balcony)
Church St. Station	Upper Market NCD	2,250
City Lights Bookstore	North Beach NCD	1,800
Clay Theater	Upper Fillmore NCD	3,808
Elephant Walk Bar	Castro NCD	1,430
Empire Theater	West Portal NCD	10,900
First Interstate Bank	West Portal NCD	4,000
Fook Restaurant	Inner Clement NCD	4,350
4-Star	Outer Clement NCD	3,280
Hayes Street Grill	Hayes-Gough NCD	4,625
Home Savings	West Portal NCD	5,500
Holy City Zoo	Inner Clement NCD	1,900
I-Beam	Haight Street NCD	4,950
Leticia's Restaurant	Upper Market NCD	2,470
Lick's Super	Inner Clement NCD	11,400
Little Bell Market	24th Street-Noe NCD	6,240
Little Joe's	North Beach NCD	2,325
MacDonald's	24th Street-Mission NCD	4,500
Park Bowl	Haight Street NCD	24,700
Perry's	Union Street NCD	2,500

Establishment	Location	Gross Square Feet
Roxie Theater	Valencia NCD	3,240
Safeway	Diamond Heights	27,000
Safeway	Marina Boulevard	39,150
Safeway	Market/Church	23,400
Safeway	4950 Mission	35,189
Safeway	Noriega Street	35,320
Safeway	Ocean Avenue	42,000
Safeway	Ocean Beach	37,500
Safeway	Webster/Geary	48,000
Salvation Army Thrift Store	Valencia NCD	8,400
Tosca Cafe	Broadway NCD	1,200
United Bank	Inner Clement NCD	3,200
Washington Sq. Bar & Grill	North Beach NCD	2,600
West Portal Market	West Portal NCD	4,500
Woolworth	West Portal NCD	9,000
York Theater	24th St.-Mission NCD	7,900

APPENDIX B - EIR TRANSPORTATION IMPACT ANALYSIS METHODOLOGY

This Appendix will describe the detailed methodology and assumptions used to assess transportation impacts of the project. Chapter III (Methodology) of this EIR outlines the methodology used to estimate project impacts on existing land use conditions and transportation systems. Appendix A details the methodology employed to calculate land use impacts. Land use impact analysis performed for each of the 16 neighborhood commercial districts proposed for individual zoning controls and the four districts selected as "worst case" representatives of proposed general NC-1, NC-2, NC-3, and NC-S zoning controls yields an estimate of predicted commercial development in each of the 20 districts over the next 10 years. The predicted commercial development in each district is given in total square footage broken down into three categories: Eating and drinking uses; retail uses; and office uses.

Potential impacts of additional commercial development in neighborhoods are primarily transportation-related. It was found that transportation impacts in these areas are generally proportional to the degree of parking space shortages. A shortage of parking spaces leads to double parking, parking in bus stops, and other illegal parking which interferes with both automobile and Muni bus circulation on streets which would otherwise usually have sufficient capacity to accommodate the vehicle traffic volumes. Difficulties in on-street parking can be experienced by residents in and near a neighborhood commercial district with parking shortages when drivers from other areas usurp space on nearby residential streets due to inability to find spaces on the commercial streets.

The above observations led to the decision to quantify the impact of the proposed project on parking demand, which would provide a measure of overall transportation impact. New vehicle trips and transit trips were also calculated and presented to determine the extent of impact on vehicular circulation and MUNI operations. The EIR provides information, quantified where such data is available, on the existing parking situation for each district. Additional parking space demand was then calculated based on the change in land uses estimated through the soft-site analysis described in Appendix A. Because of uncertainties inherent in attempting to predict the amount of future private development, and limitations with respect to neighborhood commercial districts in the data used to make the transportation methodology assumptions, the quantified estimates of parking demand should be taken as a general indication of magnitude rather than precise predictions.

The methodology used to estimate future parking demand from the predicted commercial development is described below.

First, trip generation rates were obtained for each land use category:

For eating and drinking uses: 595 person-trips per day per 1,000 sq. ft.*
For other retail uses: 68 person-trips per day per 1,000 sq. ft.**
For office uses: 18.1 person-trips per day per 1,000 sq. ft.**

Second, a conservative estimate was made that 20% of the daily trips would occur during peak periods (Saturday, 1:00 - 4:00 p.m. for shopping areas; Friday/Saturday, 7:00 - 9:00 p.m. for eating/entertainment areas).

Third, modal splits, auto occupancy rates, and linked trip ratios were estimated using results of a survey conducted at three neighborhood commercial districts. Modal split is the breakdown of total trips into the mode by which the trip was made (car, public transit, walk, etc.). Auto occupancy rate is the average number of persons per car. Linked trip ratio describes the number of visits accomplished for each person-trip, recognizing that persons arriving in a neighborhood shopping district often travel to more than one destination. (It was found that people in the districts surveyed went to an average of about three destinations. The linked trip concept is appropriate only to areawide analysis like that conducted for this report; it is not valid for analysis of individual projects.)

The survey was conducted in commercial areas of Geary Boulevard, Polk Street, and Broadway. Geary was chosen as representative of a commercial area which is auto-oriented, because of the heavy traffic it carries, its width and number of traffic lanes, relatively large number of parking spaces (due to angled parking), relatively sprawling scale, and high intensity of development. Polk Street was chosen to represent neighborhood/pedestrian oriented commercial areas, because of its narrowness; relatively small, pedestrian scale; and proximity to higher density residential development. Broadway was chosen to represent nighttime and city- and region-oriented neighborhood commercial districts, because of its high concentration of eating/drinking and entertainment businesses. Table B.1 presents results of the survey for the three areas.

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* Caltrans and ITE Trip Generation Reports, composite averages for full-service restaurants and fast food establishments

** Downtown Plan Environmental Impact Report (EE81.3, certified October 1984)

TABLE B.1
Neighborhood Commercial Districts
Survey Results

		District		
		(Non-Pedestrian) Geary Blvd.	(Pedestrian) Polk St.	(Night) Broadway
Modal Split:	Drive	23%	24%	44%
	Muni	39%	11%	13%
	Walk	36%	62%	33%
	Other	2%	3%	11%
Average Auto Occupancy		2.1	2.0	2.6
Average Linked Trip Ratio		2.9	2.8	3.1

Table B.2 (next page) indicates the assumed categorization of the 20 neighborhood commercial areas analyzed in the EIR, which provide the basis for information concerning peak parking demand periods (Saturday afternoon, 1:00 - 4:00 p.m. for shopping areas; Friday and Saturday nights, 7:00 - 9:00 p.m. for eating/entertainment areas) as well as modal splits, average auto occupancies, and average linked trip ratios.

Some of the districts characterized in Table B.2 as having non-nightime orientation also exhibit nighttime activity. Castro, Inner and Outer Clement, Upper Fillmore, Haight, and Polk particularly have nighttime eating/drinking and entertainment activity which can rival that of Saturday afternoon shopping peaks. However, parking surveys conducted by the Department of City Planning[1] indicate that the peak parking demand for these districts does occur on Saturday afternoons.

TABLE B.2
Neighborhood Classification Assumptions

Non-Pedestrian Orientation	Pedestrian Orientation	Nighttime Orientation
Geary (NC-3)	Castro	Broadway
Hayes-Gough	Inner Clement	North Beach
Valencia	Outer Clement	Upper Market
	Chestnut (NC-2)	Union
	Upper Fillmore	
	Haight	
	Laurel Shopping Ctr.(NC-S)	
	Polk	
	Sacramento	
	24th/Mission	
	24th/Noe	
	Union/Hyde (NC-1)	
	West Portal	

Trips determined to be generated by application of the above factors include both arriving and departing trips. Because only arriving trips generate parking demand, vehicle trips are divided by 2. The final assumption needed to calculate parking demand is turnover rate of parking spaces. It was assumed that for districts analyzed on the basis of daytime peaks, each space turned over every 60 minutes based on parking surveys conducted by the City Planning Department.[2] For the three hour peak (1:00 to 4:00 p.m.), three vehicles are accommodated at the average metered space. For districts with nighttime peaks (7:00 to 9:00 p.m.), no turnover was assumed, so that only one vehicle is accommodated per metered space.

Given the above information and assumptions, calculations proceed as follows:

1. [595 trips/1,000 sq. ft. x (eating/drinking sq. ft.)] + [68 trips/1,000 sq. ft. x (retail sq. ft.)] + [18.1 trips/1,000 sq. ft. x (office sq. ft.)] = Daily Person-Trip Ends (PTE)

2. Daily PTE x 0.20 trips/peak = Peak Period PTE

[1,2] "Neighborhood Parking Plan, 1986-1990," San Francisco Department of City Planning, April, 1986.

3. (Peak PTE)/(Linked trip ratio) x (% Auto Trips)/(Average Auto Occupancy) = Vehicle Trip Ends (VTE)
   (Peak PTE)/(Linked trip ratio) x (% MUNI Trips) = MUNI Trip Ends
   (Peak PTE)/(Linked trip ratio) x (% Walking Trips) = Walking Trip Ends

4. VTE/2 = Arriving vehicle trips

5. Arriving vehicle trips/Parking Turnover = Number of parking spaces demanded during the peak period

A sample calculation, for the Upper Fillmore District, will demonstrate:
Estimated development potential:

	Eating/Drinking Uses	Retail Uses	Office Uses
Existing zoning (E.Z.):	+9,400 sq. ft.	+37,500 sq. ft.	+84,400 sq. ft.
Proposed zoning (P.Z.):	- 0 - sq. ft.	+42,400 sq. ft.	+39,100 sq. ft.

1. E.Z.: (595/1000 x 9,400) + (68/1000 x 37,500) + (18.1/1000 x 84,400) = 9,671
   P.Z.: (595/1000 x 0) + (68/1000 x 42,400) + (18.1/1000 x 39,100) = 3,591

2. E.Z.: (9,671 x .20) = 1,934 Peak Period Person-trip Ends
   P.Z.: (3,591 x .20) = 718 Peak Period Person-trip Ends

3. E.Z.: (1,934/2.8**) x (.24**/2.0**) = 83 Vehicle Trip Ends
   (1,934/2.8**) x (.11**) = 76 MUNI Trip Ends
   (1,934/2.8**) x (.62**) = 428 Walking Trip Ends
   P.Z.: (718/2.8**) x (.24**/2.0**) = 31 Vehicle Trip Ends
   (718/2.8**) x (.11**) = 28 MUNI Trip Ends
   (718/2.8**) x (.62**) = 159 Walking Trip Ends

4. E.Z.: 83/2 = 42 arriving vehicle trips
   P.Z.: 31/2 = 16 arriving vehicle trips

5. E.Z.: 42/3** = 14 Parking Spaces
   P.Z.: 16/3** = 5 Parking Spaces

** From Tables B.1 and B.2

Summary of New Trips and Parking Demand Based on 10-Year Estimated Development Potential

Table B.3 presents, for convenience, a summary of new trips by mode and additional parking demand which would be generated by development in each district, based on the methodologies discussed in Appendix A and Appendix C. These tables also appear in the appropriate NC district discussion in Chapter III (Environmental Setting and Impacts) of the NCRS Environmental Impact Report.

TABLE B.3

10-YEAR PROJECTED NEW PEAK PERIOD TRIP GENERATION/PARKING DEMAND BY DISTRICT

NC-1 (UNION-HYDE) DISTRICT
PROJECTED NEW PEAK PERIOD TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	12 Vehicle Trip Ends	13 Vehicle Trip Ends
MUNI:	11 MUNI Trip Ends	12 MUNI Trip Ends
Walk:	65 Walking Trip Ends	67 Walking Trip Ends
New Parking Demand:	2 Spaces	2 Spaces

NC-2 (CHESTNUT STREET) DISTRICT
PROJECTED NEW PEAK PERIOD TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	20 Vehicle Trip Ends	20 Vehicle Trip Ends
MUNI:	19 MUNI Trip Ends	18 MUNI Trip Ends
Walk:	106 Walking Trip Ends	104 Walking Trip Ends
New Parking Demand:	3 Spaces	3 Spaces

NC-3 (GEARY BLVD. - Lyon to Wood Streets) DISTRICT
PROJECTED NEW PEAK PERIOD TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	7 Vehicle Trip Ends	7 Vehicle Trip Ends
MUNI:	24 MUNI Trip Ends	24 MUNI Trip Ends
Walk:	22 Walking Trip Ends	22 Walking Trip Ends
New Parking Demand:	1 Spaces	1 Spaces

NC-3 (GEARY BLVD. - 4th to 10th Avenues) DISTRICT
PROJECTED NEW PEAK PERIOD TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	35 Vehicle Trip Ends	28 Vehicle Trip Ends
MUNI:	126 MUNI Trip Ends	99 MUNI Trip Ends
Walk:	116 Walking Trip Ends	91 Walking Trip Ends
New Parking Demand:	6 Spaces	5 Spaces

NC-3 (GEARY BLVD. - 16th to 26th Avenues) DISTRICT
PROJECTED NEW PEAK PERIOD TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	50 Vehicle Trip Ends	51 Vehicle Trip Ends
MUNI:	180 MUNI Trip Ends	183 MUNI Trip Ends
Walk:	166 Walking Trip Ends	169 Walking Trip Ends
New Parking Demand:	8 Spaces	9 Spaces

LAUREL VILLAGE DISTRICT
PROJECTED NEW PEAK PERIOD TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	7 Vehicle Trip Ends	8 Vehicle Trip Ends
MUNI:	6 MUNI Trip Ends	7 MUNI Trip Ends
Walk:	35 Walking Trip Ends	40 Walking Trip Ends
New Parking Demand:	1 Space	1 Spaces

BROADWAY DISTRICT
PROJECTED NEW PEAK PERIOD TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	26 Vehicle Trip Ends	26 Vehicle Trip Ends
MUNI:	20 MUNI Trip Ends	20 MUNI Trip Ends
Walk:	50 Walking Trip Ends	50 Walking Trip Ends
New Parking Demand:	13 Spaces	13 Spaces

CASTRO STREET DISTRICT
PROJECTED NEW PEAK PERIOD TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	5 Vehicle Trip Ends	3 Vehicle Trip Ends
MUNI:	5 MUNI Trip Ends	2 MUNI Trip Ends
Walk:	28 Walking Trip Ends	14 Walking Trip Ends
New Parking Demand:	1 Space	0 Spaces

INNER CLEMENT DISTRICT
PROJECTED NEW PEAK PERIOD TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	31 Vehicle Trip Ends	4 Vehicle Trip Ends
MUNI:	28 MUNI Trip Ends	4 MUNI Trip Ends
Walk:	158 Walking Trip Ends	21 Walking Trip Ends
New Parking Demand:	5 Spaces	1 Space

OUTER CLEMENT DISTRICT
PROJECTED NEW PEAK PERIOD TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	89 Vehicle Trip Ends	20 Vehicle Trip Ends
MUNI:	82 MUNI Trip Ends	18 MUNI Trip Ends
Walk:	461 Walking Trip Ends	101 Walking Trip Ends
New Parking Demand:	15 Spaces	3 Spaces

UPPER FILLMORE DISTRICT
PROJECTED NEW PEAK PERIOD TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	83 Vehicle Trip Ends	31 Vehicle Trip Ends
MUNI:	76 MUNI Trip Ends	28 MUNI Trip Ends
Walk:	428 Walking Trip Ends	159 Walking Trip Ends
New Parking Demand:	14 Spaces	5 Spaces

HAIGHT STREET DISTRICT
PROJECTED NEW PEAK PERIOD TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	89 Vehicle Trip Ends	17 Vehicle Trip Ends
MUNI:	81 MUNI Trip Ends	15 MUNI Trip Ends
Walk:	459 Walking Trip Ends	87 Walking Trip Ends
New Parking Demand:	15 Spaces	3 Spaces

HAYES-GOUGH DISTRICT
PROJECTED NEW PEAK PERIOD TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	48 Vehicle Trip Ends	39 Vehicle Trip Ends
MUNI:	169 MUNI Trip Ends	139 MUNI Trip Ends
Walk:	156 Walking Trip Ends	129 Walking Trip Ends
New Parking Demand:	8 Spaces	7 Spaces

UPPER MARKET DISTRICT
PROJECTED NEW PEAK PERIOD TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	78 Vehicle Trip Ends	77 Vehicle Trip Ends
MUNI:	60 MUNI Trip Ends	59 MUNI Trip Ends
Walk:	152 Walking Trip Ends	151 Walking Trip Ends
New Parking Demand:	39 Spaces	39 Spaces

NORTH BEACH DISTRICT
PROJECTED NEW PEAK PERIOD TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	257 Vehicle Trip Ends	217 Vehicle Trip Ends
MUNI:	198 MUNI Trip Ends	167 MUNI Trip Ends
Walk:	502 Walking Trip Ends	423 Walking Trip Ends
New Parking Demand:	129 Spaces	108 Spaces

POLK STREET DISTRICT
PROJECTED NEW PEAK PERIOD TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	62 Vehicle Trip Ends	56 Vehicle Trip Ends
MUNI:	57 MUNI Trip Ends	52 MUNI Trip Ends
Walk:	322 Walking Trip Ends	291 Walking Trip Ends
New Parking Demand:	10 Spaces	9 Spaces

SACRAMENTO STREET DISTRICT
PROJECTED NEW PEAK PERIOD TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	29 Vehicle Trip Ends	19 Vehicle Trip Ends
MUNI:	26 MUNI Trip Ends	17 MUNI Trip Ends
Walk:	149 Walking Trip Ends	96 Walking Trip Ends
New Parking Demand:	5 Spaces	3 Spaces

UNION STREET DISTRICT
PROJECTED NEW PEAK PERIOD TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	89 Vehicle Trip Ends	24 Vehicle Trip Ends
MUNI:	68 MUNI Trip Ends	19 MUNI Trip Ends
Walk:	174 Walking Trip Ends	47 Walking Trip Ends
New Parking Demand:	45 Spaces	12 Spaces

24TH STREET/MISSION DISTRICT
PROJECTED NEW PEAK PERIOD TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	58 Vehicle Trip Ends	57 Vehicle Trip Ends
MUNI:	53 MUNI Trip Ends	52 MUNI Trip Ends
Walk:	301 Walking Trip Ends	292 Walking Trip Ends
New Parking Demand:	10 Spaces	9 Spaces

24TH STREET/NOE VALLEY DISTRICT
PROJECTED NEW PEAK PERIOD TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	40 Vehicle Trip Ends	14 Vehicle Trip Ends
MUNI:	36 MUNI Trip Ends	13 MUNI Trip Ends
Walk:	206 Walking Trip Ends	71 Walking Trip Ends
New Parking Demand:	7 Spaces	2 Spaces

VALENCIA STREET DISTRICT
PROJECTED NEW PEAK PERIOD TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	38 Vehicle Trip Ends	34 Vehicle Trip Ends
MUNI:	137 MUNI Trip Ends	122 MUNI Trip Ends
Walk:	126 Walking Trip Ends	113 Walking Trip Ends
New Parking Demand:	6 Spaces	6 Spaces

WEST PORTAL DISTRICT
PROJECTED NEW PEAK PERIOD TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	27 Vehicle Trip Ends	23 Vehicle Trip Ends
MUNI:	24 MUNI Trip Ends	21 MUNI Trip Ends
Walk:	137 Walking Trip Ends	117 Walking Trip Ends
New Parking Demand:	4 Spaces	4 Spaces

APPENDIX C - EIR AIR QUALITY IMPACT ANALYSIS METHODOLOGY

The Bay Area Air Quality Management District (BAAQMD) operates a regional monitoring network which measures the ambient concentrations of six air pollutants: ozone (O_3), carbon monoxide (CO), total suspended particulates (TSP), nitrogen dioxide (NO_2), lead (Pb), and sulfur dioxide (SO_2). On the basis of the monitoring data, the Bay Area, including San Francisco, currently is designated a non-attainment area with respect to the federal ozone and CO standards.

Ozone is a regional air quality problem. It is not emitted directly from sources, but is produced in the atmosphere over time and distance through a complex series of photochemical reactions involving hydrocarbon (HC) and nitrogen oxide (NO_x) emissions, which are carried downwind as the photochemical reaction occurs. Ozone standards are exceeded most often in the Santa Clara, Livermore and Diablo Valleys, because local topography and meteorological conditions favor the build up of ozone and its precursors there.

San Francisco's air quality problems, primarily CO and TSP, are due largely to pollutant emissions from within the City. CO is a non-reactive pollutant and its major source category is motor vehicles. CO concentrations are generally highest during periods of peak traffic congestion. TSP levels are relatively low near the coast, increase with distance inland, and peak in dry, sheltered valleys. The primary sources of TSP in San Francisco are demolition and construction activities, and motor vehicle travel over paved roads.

In response to the Bay Area's ozone and CO non-attainment designations, the Association of Bay Area Governments (ABAG), BAAQMD, and the Metropolitan Transportation Commission (MTC) prepared and adopted the 1982 Bay Area Air Quality Plan, which establishes pollution control strategies to attain the federal ozone and CO standards by 1987 as required by federal law. These strategies were developed on the basis of detailed subregional emission inventories and projections, and mathematical models of pollutant behavior, and consist of stationary and mobile source emission controls and transportation improvements. The BAAQMD, MTC, and California Bureau of

Automotive Repair (a state agency) have primary responsibility for implementation of these strategies.

Because construction activity would be limited in the NC districts, air quality effects of the proposed NCRS zoning program would be associated almost exclusively with CO emission generated from vehicle travel.

This appendix outlines the assumptions used in analyzing potential CO emissions relative to adopted State and Federal CO standards. The methodology is taken from BAAQMD'S Air Quality and Urban Development - Guidelines for Assessing Impacts of Projects and Plans, November 1985.

BASE ASSUMPTIONS.

The BAAQMD methodology requires several variables, some of which are provided in their November, 1985 Guidelines. They are listed below; where assumptions must be derived from data specific to San Francisco, they are so indicated along with a citation for each source:

1) Peak hour traffic volume in both directions for each roadway, analyzed, for the setting year analyzed: Traffic volume counts for current conditions were provided by the Department of Public Works - Traffic Engineering.

2) Obtain estimates of future vehicle trips from the project that would be added to the roadway: This factor is derived from the trip calculations conducted for the transportation analysis for each of the districts and roadways examined. The trip analyzes incorporate conservative assumptions of trip generation rates, which are based on downtown travel patterns. Travel demand in most neighborhood commercial districts does not approach downtown levels.

3) Estimated average travel speeds: 15 mph, taken from the assumption used in the Downtown Plan FEIR (EE81.3) air quality analysis, also a conservative assumption for application in neighborhood commercial districts. (See Volume 2, Downtown Plan EIR Appendices, pp. 0.1-0.9).

4) Number of lanes and types (primary or secondary) of roadways: Number of lanes are determined on a site-by-site basis; roadway type factors are provided in the Guidelines excerpted below (interpolate if necessary) The road with the most traffic should be considered the primary road.

Reference CO Concentration by Roadway Type
(in ppm)

Roadway Type (Intersection at grade)	Primary Road (Most trafficked) Road	Secondary Road (If Applicable) (Intersecting) Road
	(at the edge of an urban roadway)	
2 lane	14.0	3.7
4 lane	11.9	3.3
6 lane	9.5	2.8
8 lane	8.5	2.6

5) Obtain CO emission factor for each roadway for each analysis year: These factors are provided in the Guidelines as a function of average travel speed. (Since this analysis assumes a 15 mph average speed, the factors from the column under 15 mph are used.)

Composite Motor Vehicle Emission Factors for Carbon Monoxide
(in grams per mile)

Year	Average Speed (miles per hour)			
	5	10	15	20
1985	72	40	28	21
1990	49	27	29	16
1995	42	23	17	13
2000	40	22	16	13

Source: EMFAC6D, adjusted for Inspection and Maintenance Program

6) Obtain 1-hour and 8-hour background CO concentrations for each of the years analyzed: These assumptions are taken from the Downtown Plan EIR analysis. The NCRS analysis assumes the 1990 background concentrations identified in the Downtown Plan EIR as the conditions for the future timeframe, another conservative assumption since 1990 concentrations are projected to be worse than 1995 levels, which have not been quantified.

CO Background Concentrations (in parts per million, ppm)

	Current	1990
1 hour	7.4 ppm	6.0 ppm
8 hour	5.7 ppm	4.5 ppm

By incorporating assumptions used in the Downtown Plan EIR analysis, the NCRS air quality analysis is conservatively-based, and probably overstates CO levels under both existing and future conditions. Travel volumes and activity in NC areas are usually lower than that which occurs at the locations analyzed in the Downtown Plan EIR. Due to the high density of development with related vehicular trips downtown, CO concentrations in the greater downtown are probably the highest in the city. In addition, the California Legislature mandated a biennial inspection and maintenance (I/M) program which applies to most cars and light trucks in California. This program went into operation in March 1984. CO emission reductions from this program were not accounted for in the Downtown Plan EIR. Thus, the background CO concentrations contained in that EIR and used herein are expected to be lower than predicted. The final conservative factor is the use herein of (readily available) 1990 background concentrations to represent 1995 levels. Because emission reductions are projected to continue to occur between 1990 and 1995, the 1995 background concentrations would be lower than those assumed herein.

CO calculations were conducted for the following neighborhood commercial locations, which were selected based on:

a) The availability of traffic volume count data

b) The level of vehicular congestion currently experienced (all selected locations experience heavy congestion);

c) The amount of development projected (locations projected for relatively high development generally were considered).

Castro/18th Streets; Broadway (west of Powell Street); Polk (north of California); Inner and Outer Clement (east of Park Presidio); and Valencia (south of 19th Street) are included in this analysis. State and Federal standards are established for 1-hour and 8-hour CO concentrations. The 8-hour standard established by both jurisdictions is 9 parts per million (ppm). For the 1-hour standard, the State requirement is more restrictive than the Federal requirement; the State standard is 20 ppm, while the Federal standard is 35 ppm.

In applying the BAAQMD Guidelines methodology, the analysis indicates that five of the six locations analyzed could violate the 8-hour standard under current conditions. In the 10-year timeframe of the EIR analysis, however, there would be no projected violations of State or Federal standards in the future. This is due in part to gradual changes in the auto fleet over this time to cleaner-burning vehicles that emit less CO than at present. The adjustment in emission factors to reflect these lower levels in the future more than compensates for the relatively limited new vehicle trips projected to be generated by the project over the next ten years.

The estimated CO concentrations for all locations analyzed are based on the following formula from the BAAQMD Guidelines:

1985 (Setting) CO Concentration

$$X = \frac{\text{Current Peak Hr. Traffic Vol. x CO Emissions Factor x Ref. CO by Roadway}}{100{,}000}$$

1 hr. conc. (ppm) = 7.4 ppm + X, where 7.4 is given current 1-hour background CO concentration

8 hr. conc. (ppm) = 5.7 ppm + (X)70%, where 5.7 is given current 8-hour background CO concentration

1995 (10 year future CO concentration):

$$Y = \frac{\text{Projected Peak Hr. Traffic Vol. x CO Emissions Factor x Ref. CO by Roadway}}{100{,}000}$$

1 hr. conc. (ppm) = 6.0 ppm + Y, where 6.0 is given 1990 1-hour background CO concentration.

8-hr. conc. (ppm) = 4.5 ppm + (Y)70%, where 4.5 is given 1990 8-hour background CO concentration.

VALENCIA STREET DISTRICT
PROJECTED NEW PEAK PERIOD TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	38 Vehicle Trip Ends	34 Vehicle Trip Ends
MUNI:	137 MUNI Trip Ends	122 MUNI Trip Ends
Walk:	126 Walking Trip Ends	113 Walking Trip Ends
New Parking Demand:	6 Spaces	6 Spaces

(3-hour peak period)

VALENCIA

Type: Primary Street (4 lanes)

Peak Hour Volume: Current: 1752
1995: 1752 + 34/3 = 1763 VTE

1985 CO Concentrations:

$$\frac{1752 \times 28 \times 11.9}{100{,}000} = 5.8 \text{ ppm}$$

1 hr. conc. = 7.4 ppm + 5.8 = 13.2 ppm
8 hr. conc. = 5.7 ppm + (5.8)70% = 9.8 ppm

1995 CO Concentrations (under proposed controls):

$$\frac{1763 \times 17 \times 11.9}{100{,}000} = 3.6 \text{ ppm}$$

1 hr. conc. = 6.0 ppm + 3.6 = 9.6 ppm
8 hr. conc. = 4.5 ppm + (3.6)70% = 7.0 ppm

Emission Standards

1 hr. conc.: 20 ppm (State); 35 ppm (Federal)
8 hr. conc.: 9 ppm (State and Federal)

POLK STREET DISTRICT
PROJECTED NEW PEAK PERIOD TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	62 Vehicle Trip Ends	56 Vehicle Trip Ends
MUNI:	57 MUNI Trip Ends	52 MUNI Trip Ends
Walk:	322 Walking Trip Ends	291 Walking Trip Ends
New Parking Demand:	10 Spaces	9 Spaces

(3-hour peak period)

POLK

Type: Primary (3 lanes)
Peak Hour Volume: Current: 1389
1995: 1389 + 56/3 = 1408 VTE

1985 CO Concentrations

$$\frac{1389 \times 28 \times 13}{100,000} = 5.1 \text{ ppm}$$

1 hr. conc. = 7.4 ppm + 5.1 = 12.5 ppm
8 hr. conc. = 5.7 ppm + (5.1)70% = 9.3 ppm

1995 CO Concentrations (under proposed controls):

$$\frac{1408 \times 17 \times 13}{100,000} = 3.1 \text{ ppm}$$

1 hr. conc. = 6.0 ppm + 3.1 = 9.1 ppm
8 hr. conc. = 4.5 ppm + (3.1)70% = 6.7 ppm

Emission Standards

1 hr. conc.: 20 ppm (State); 35 ppm (Federal)
8 hr. conc.: 9 ppm (State and Federal)

CASTRO STREET DISTRICT
PROJECTED NEW PEAK PERIOD TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	5 Vehicle Trip Ends	3 Vehicle Trip Ends
MUNI:	5 MUNI Trip Ends	2 MUNI Trip Ends
Walk:	28 Walking Trip Ends	14 Walking Trip Ends
New Parking Demand:	1 Space	0 Spaces

(3-hour peak period)

CASTRO AND 18TH STREETS

CASTRO

Type: Primary Street (2 lanes)
Peak Hour Volume: Current: 1046
1995: 1046 + 3/3 + 1047 VTE

18TH STREET

Type: Secondary Street (2 lanes)
Peak Hour Volumes: Current: 726
1995: 726 + 3/3 = 727 VTE

1985 CO Concentrations

Castro

$$\frac{1046 \times 28 \times 14}{100,000} = 4.1 \text{ ppm}$$

18th

$$\frac{726 \times 28 \times 3.7}{100,000} = 0.8 \text{ ppm}$$

1 hr. conc. = 7.4 ppm + (4.1 + 0.8) = 12.3 ppm
8 hr. conc. = 5.7 ppm + (4.1 + 0.8)70% = 9.1 ppm

1995 CO Concentrations (under proposed controls):

Castro

$$\frac{1047 \times 17 \times 14}{100,000} = 2.5 \text{ ppm}$$

18th

$$\frac{727 \times 17 \times 3.7}{100,000} = 0.5 \text{ ppm}$$

1 hr. conc. = 6.0 + (2.5 + 0.5) = 9 ppm
8 hr. conc. = 4.5 + (2.5 + 0.5)70% = 6.6 ppm

Emission Standards

1 hr. conc.: 20 ppm (State); 35 ppm (Federal)
8 hr. conc.: 9 ppm (State and Federal)

BROADWAY DISTRICT
PROJECTED NEW PEAK PERIOD TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	26 Vehicle Trip Ends	26 Vehicle Trip Ends
MUNI:	20 MUNI Trip Ends	20 MUNI Trip Ends
Walk:	50 Walking Trip Ends	50 Walking Trip Ends
New Parking Demand:	13 Spaces	13 Spaces

(2-hour peak period)

BROADWAY

Type: Primary Street (4 lanes)
Peak Hour Volume: Current: 2761
1995: 2761 + 26/2 = 2774 VTE

1985 CO Concentrations

$$\frac{2761 \times 28 \times 11.9}{100{,}000} = 9.2 \text{ ppm}$$

1 hr. conc. = 7.4 ppm + 9.2 ppm = 16.6 ppm
8 hr. conc. = 5.7 ppm + (9.2)70% = 12.1 ppm

1995 CO Concentrations (under proposed controls):

$$\frac{2774 \times 17 \times 11.9}{100{,}000} = 5.6 \text{ ppm}$$

1 hr. conc. = 6.5 ppm + 5.6 = 11.6 ppm
8 hr. conc. = 4.5 ppm + (5.6)70% = 8.4 ppm

Emission Standards

1 hr. conc.: 20 ppm (State); 35 ppm (Federal)
8 hr. conc.: 9 ppm (State and Federal)

INNER CLEMENT DISTRICT
PROJECTED NEW PEAK PERIOD TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	31 Vehicle Trip Ends	4 Vehicle Trip Ends
MUNI:	28 MUNI Trip Ends	4 MUNI Trip Ends
Walk:	158 Walking Trip Ends	21 Walking Trip Ends
New Parking Demand:	5 Spaces	1 Space

(3-hour peak period)

OUTER CLEMENT DISTRICT
PROJECTED NEW PEAK PERIOD TRIP GENERATION BY MODE/NEW PARKING DEMAND

	Under Existing Zoning:	Under Proposed Zoning:
Auto:	89 Vehicle Trip Ends	20 Vehicle Trip Ends
MUNI:	82 MUNI Trip Ends	18 MUNI Trip Ends
Walk:	461 Walking Trip Ends	101 Walking Trip Ends
New Parking Demand:	15 Spaces	3 Spaces

(3-hour peak period)

CLEMENT (Inner and Outer)

Type: Primary Street (2 lanes)
Peak Hour Volume: Current 892
1995 892 + 4/3 + 20/3 = 900 VTE

1985 CO Concentrations

$$\frac{892 \times 28 \times 14}{100{,}000} = 3.5 \text{ ppm}$$

1 hr. conc. = 7.4 ppm + 3.5 = 10.9 ppm
8 hr. conc. = 5.7 ppm + (3.5)70% = 8.2 ppm

1995 CO Concentrations (under proposed controls):

$$\frac{900 \times 17 \times 11.9}{100{,}000} = 2.1 \text{ ppm}$$

1 hr. conc. = 6.0 ppm + 2.1 ppm = 8.1 ppm
8 hr. conc. = 4.5 ppm + (2.1) 70% = 6.0 ppm

Emission Standards

1 hr. conc.: 20 ppm (State); 35 ppm (Federal)
8 hr. conc.: 9 ppm (State and Federal)

DEPARTMENT OF CITY PLANNING 450 McALLISTER STREET · SAN FRANCISCO CALIFORNIA 941

NOTICE THAT AN ENVIRONMENTAL IMPACT REPORT IS DETERMINED TO BE REQUIRED

Date of this Notice: June 7, 1985

Lead Agency: City and County of San Francisco, Department of City Planning
450 McAllister Street - 5th Floor, San Francisco, CA 94102

Agency Contact Person: Diane Oshima Telephone: (415) 558-5261

Project Title: 84.372ETZM: Neighborhood Commercial Rezoning Study (NCRS)

Project Sponsor: San Francisco Department of City Planning

Project Contact Person: Robin Jones

Project Address: Neighborhood Commercial locations in San Francisco

Assessor's Block(s) and Lot(s): Various, see NCRS - Proposal for Adoption Review, February 1985.

City and County: San Francisco

Project Description:

Amendments to San Francisco Master Plan, City Planning Code and Zoning Map to adopt neighborhood commercial zoning controls, as contained in the Neighborhood Commercial Rezoning (NCRS) Proposal for Adoption, February 1985, which would establish four general district classifications (NC-1 [Neighborhood Commercial Cluster], NC-2 [Small

-see attached-

THIS PROJECT MAY HAVE A SIGNIFICANT EFFECT ON THE ENVIRONMENT AND AN ENVIRONMENTAL IMPACT REPORT IS REQUIRED. This determination is based upon the criteria of the Guidelines of the State Secretary for Resources, Sections 15063 (Initial Study), 15064 (Determining Significant Effect), and 15065 (Mandatory Findings of Significance), and the following reasons, as documented in the Environmental Evaluation (Initial Study) for the project, which is attached.

Deadline for Filing of an Appeal of this Determination to the City Planning Commission: June 17, 1985.

An appeal requires: 1) a letter specifying the grounds for the appeal, and;
2) a $35.00 filing fee.

Alec S. Bash

ALEC S. BASH, Environmental Review Officer

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Project Description: (Continued)

Scale Neighborhood Commercial], NC-3 [Moderate Scale Neighborhood Commercial], and NC-S [Neighborhood Commercial Shopping Center]) and fifteen individual district classifications (Broadway, Castro Street, Inner and Outer Clement Streets, Upper Fillmore Street, Haight Street, Hayes-Gough, Upper Market Street, North Beach, Polk Street, Sacramento Street, Union Street, Valencia Street, 24th Street - Mission, and 24th Street-Noe Valley).

DO:eh
5726B

INITIAL STUDY
NEIGHBORHOOD COMMERCIAL REZONING STUDY - 84.372ETZM

I. Project Description

A. The project under review is a comprehensive rezoning of San Francisco's neighborhood commercial districts, proposed by the Department of City Planning, contained in the Neighborhood Commercial Rezoning (NCR) Proposal for Adoption, February 1985 (with amendments and errata, dated April 4, 1985) hereafter known as the "project". The project would affect existing commercial districts in San Francisco, except those Downtown (the C-3 districts) and in the North of Market (Tenderloin) area; certain areas currently under individual study by the Department of City Planning (South of Market, Chinatown, and Van Ness Avenue); other areas which are not neighborhood commercial-oriented (e.g. Stonestown, Ferry Building, Fisherman's Wharf) and some C-M districts. Altogether, approximately 210 neighborhood commercial locations in the city, most of which are now zoned C-1, C-2, RC-1, RC-2, and some RC-3, would be rezoned to one of four new general district classifications, or 15 individual neighborhood commercial districts.

Amendments are proposed to San Francisco's Comprehensive (Master) Plan policies as they relate to neighborhood commercial development, and to the Zoning Map and City Planning Code. Amendments to the Master Plan policies are proposed for Objective 8 of the Commerce and Industry Element. They include: a generalized neighborhood commercial land use plan (Policy 5); specific policy and guidelines regarding conversion of residential units (Policy 2); detailed land use and design guidelines (Policies 1 and 6); and a policy encouraging convenience retail uses to locate so that all residential areas in the City would be within a one-quarter to one-half mile service radius (Policy 3).

The project would establish a new zoning system through a new Article 7 of the Planning Code. This zoning system would be embodied in a table, a major feature of Article 7, which would display all controls either directly or by reference to other sections of the Code. The table would contain about 50 specific control categories which would apply to all general and individual districts. Although most of these categories are regulated under current zoning, some new types of controls would be added such as: lot size; use size; use controls by story; residential conversion to non-residential use; eating and drinking establishments--bars, restaurants, take-out food establishments; financial services, medical, personal, business and professional services; hours of operation; street trees.

Article 7 would establish four new general district classifications, which would regulate most of the city's neighborhood commercial areas. These include: NC-1, Neighborhood Commercial Cluster District; NC-2, Small Scale Neighborhood Commercial District; NC-3, Moderate Scale Neighborhood

Commercial District; and NC-S, Neighborhood Commercial Shopping Center. As in the case of the existing zoning classifications, each general district would apply to several locations throughout the city.

The distinctive aspect of the new zoning system would be the ability to separately regulate a specific neighborhood commercial area or street wit an individual zoning classification or set of controls, tailored and applicable only to that area or street. Article 7 would also include fifteen individual districts, which are intended to address special circumstances and problems on: Broadway, Castro Street, Inner Clement Street, Outer Clement Street, Upper Fillmore Street, Haight Street, the Hayes-Gough area, Upper Market Street, North Beach, Polk Street, Sacramento Street, Union Street, Valencia Street, 24th Street-Mission, an 24th Street-Noe Valley. In addition to the table containing the controls for the general and individual districts, Article 7 would contain section describing the purpose of each district, standards and permitted uses, references to approval procedures, and definitions.

Along with the proposed Article 7, the project also proposes amendments t Articles 1, 2, 3, and 6 of the Planning Code. These include a section on Conditional Use approval procedures applicable to neighborhood commercial districts, which would establish an administrative consent calendar procedure. Controls on lot size, use size, floor area ratios, required rear yards, street frontage treatment, usable open space, street trees, and residential densities would be described in other Code amendments. A new section would require Conditional Use authorization to build above 40 feet up to the existing 65-foot height limit in the Broadway and portions of the North Beach Neighborhood Commercial districts. Lastly, a new section on sign standards in neighborhood commercial districts would regulate different types of signs, their size, number and location.

In summary, the project would 1) revise Master Plan policies as they appl to neighborhood commercial areas, including guidelines for evaluating neighborhood commercial development proposals; 2) revise zoning control categories, establish new Neighborhood Commercial Districts and incorporate new zoning controls to regulate land uses; 3) consolidate applicable zoning controls into one new section (Article 7) of the Planning Code; and 4) modify permit processing procedures to expedite the Conditional Use process in certain cases.

Background

The proposed project was developed in response to observed problems and imbalances in neighborhood commercial districts resulting from developmen activity allowed under existing zoning controls. The project consists of amendments to the Master Plan and City Planning Code. The project is not a proposal for specific development and, as such, would not generate impacts directly. The zoning controls would establish a maximum development envelope which might be filled on any given lot in a particular district, but which would not be filled on all lots in the district. Only a limited number of lots would be likely to be developed to the maximum envelope, due to the many factors which operate in conjunction with zoning to establish development feasibility. Many of these factors have equal, or greater, influence on development decisions than zoning. These variables include the cost of land, demolition, and construction; cost of money (interest rates); cost of permits (Building Code, Police, Fire, Health, Alcoholic Beverage Control); and most importantly, market demand for the development. These factors are in constant flux and it is not possible to predict with certainty which lots in any given district would develop to the maximum envelope. In addition, the constitutional guarantee of equal protection requires that zoning regulations apply uniformly to all properties in a district. The uncertainties noted above and this legal requirement usually result in zoning controls which have a district-wide permitted building envelope that exceeds planning goals and market feasibility.

Evidence that zoning does not generate or guarantee development to the maximum envelope permitted on every lot can be found in all neighborhood commercial districts in San Francisco. The intensity of existing development is substantially lower than the amount permitted by existing zoning.

While zoning does not generate impacts directly, it is one of the factors (listed above) which determine feasibility of development, and the resulting development could cause environmental impacts. The indirect nature of the relationship between zoning and development impacts, combined with the unpredictability of other development factors, makes precise quantitative environmental analysis impossible. Based on the above considerations, the EIR for the project will 1) estimate development that could reasonably be expected to occur under the proposed zoning controls, and 2) qualitatively assess the potential environmental impacts of such development.

Methodology

The EIR will analyze the impacts of potential development for the individual and general neighborhood commercial districts proposed. The potential development is estimated by identifying sites available for redevelopment or conversion ("soft sites") and, after considering the market demand for development and construction cost factors, projecting development on the soft sites under the proposed zoning controls. This approach is applied to each of the individual districts (e.g. Broadway, Castro St.). Analysis for the general districts (e.g. NC-1, NC-2) focuses on a representative neighborhood commercial location for each district: which 1) currently experiences adverse transportation and land use problems; and 2) has a perceptible demand for development. This approach identifies those neighborhood commercial locations that are the most sensitive, and assumes that the potential impacts in each selected location would be representative of the most conservative situation likely under the respective NC zoning district.

Of the proposed NC-S district locations, almost none could be considered ripe for redevelopment or additional development. This conclusion was drawn after surveying existing structures and uses (amounts and types), the physical condition of existing structures, and the availability and future demand for services permitted under the proposed controls. The typical NC-S district location is an isolated one- to two-story shopping center or supermarket site in good physical condition (e.g. Japantown, Diamond Heights Shopping Center, Marina Safeway, Laurel Village), in which vital commercial uses operate, providing the surrounding neighborhood with necessary goods and services.

The only NC-S location that could be redeveloped is the Farmers Market on Alemany Boulevard, near the junction of Highways 101 and 280. This location is underdeveloped, used primarily for the open-air sale of produce and other food items. However, there is currently a healthy demand for the present open-air food sales at Farmers Market, which makes it unlikely that the location will be redeveloped in the foreseeable future.

The physical site and market demand factors for Farmers Market are unique and cannot be broadly applied to the rest of the proposed NC-S locations. The relative attactiveness of Farmers Market for redevelopment is more a function of its underutilization and prevailing market forces than of zoning regulations, existing or proposed. Since this environmental review is intended to focus on the potential impacts of the proposed zoning controls as they may indirectly influence private land use and development decisions, it would be inappropriate to analyze the potential redevelopment of Farmers Market and use it as a representative location of NC-S districts.

In light of the aforementioned survey of proposed NC-S district locations and the above discussion of Farmers Market, no general impacts of the NC-S zoning were identified. Thus, the EIR will not discuss impacts in the proposed NC-S districts. Proposals for specific development in any neighborhood commercial district will be subject to further environmental review. Such review will identify and analyze impacts in greater detail on a quantitative level.

II. Summary of Potential Environmental Effects

A. Effects Found to be Potentially Significant.

The proposed project is examined in this Initial Study to identify potential effects on the environment. Some possible effects have been determined to be potentially significant and will be analyzed in an environmental impact report (EIR). They include: land use; transportation including traffic, parking, and transit; and traffic-generated air quality effects.

B. Effects Found Not to be Significant

The following potential environmental impacts were found either to be insignificant or would be mitigated to levels of insignificance through measures included in the project. These topics require no further environmental analysis and will not be addressed in the EIR. They are discussed below in the Initial Study, by topic, and include: land use;

visual quality; noise; odors; climate, including sun/shade and wind; utilities/public services; biology; geology/topography; water; energy/natural resources; hazards; and cultural considerations.

III. Environmental Evaluation Checklist

A. Compatibility with Existing Zoning and Plans	Not Applicable	Discussed
1) Discuss any variances, special authorizations, or changes proposed to the City Planning Code or Zoning Map, if applicable.	___	X
*2) Discuss any conflicts with the Comprehensive Plan of the City and County of San Francisco, if applicable.	___	X
*3) Discuss any conflicts with any other adopted environmental plans and goals of the City or Region, if applicable.	X	___

The proposed project consists of changes to the Comprehensive (Master) Plan (most of which are contained in the Commerce and Industry Element), and changes to the City Planning Code and Zoning Maps necessary to implement the Master Plan policies. These policies and Code amendments are consistent and major aspects of both will be addressed in the EIR.

Existing policy in Master Plan elements other than the Commerce and Industry Element are also reflected in the NCRS proposal. For example, Objective 3, Policy 2 and Objective 6, Policy 2 of the Residence Element encourage the retention of existing housing supply and the location of neighborhood-serving commercial uses, respectively, which represent the backbone of the NCRS proposal. A number of other policies of the Residence and Transportation Elements refer specifically to neighborhood commercial districts. They are listed on p. 28 of the NCRS Proposal for Adoption, February 1985. The NCRS Master Plan policies are all consistent with existing Master Plan policy. Amendments, contained on pp. 28-29 of the NCRS Proposal for Adoption, are proposed to Objective 2, Policy 4 of the Residence Element and the accompanying residential density table and Map B to include the individual and general districts proposed in the NCRS.

The EIR will analyze the physical effects of the rezoning, including changes in the Planning Code and Zoning Maps that would implement the proposed Master Plan policy amendments contained and discussed in detail in the NCRS. As the proposed Code amendments reflect the Master Plan Policy amendments, the effects of both will be addressed in the EIR.

The proposal also contains Master Plan and Code amendments to regulate location, size, placement, and illumination of general advertising and business signs. These proposed amendments are intended to prevent negative aesthetic effects from proliferation of such signs in neighborhood commercial areas. These controls would be more restrictive than existing controls with respect to size, placement and type of allowable signs, and would be compatible with other Master Plan policies such as Neighborhood Environmental Policy 14 of the Urban Design Element, "Remove and obscure distracting and cluttering elements."

Individual applications for signs under Article 6 of the City Planning Code would be categorically exempt from environmental review pursuant t State California Environmental Quality Act (CEQA) Guidelines, Sections 15301(g) and 15311(a). Any major development proposals including associated signage would be subject to individual review unde CEQA. For these reasons, proposed amendments regarding signs require n further analysis and will not be discussed in the EIR.

The proposal revises procedures pertaining to conditional uses in neighborhood commercial districts, to allow for administrative review o some cases. The proposed amendment would permit the Zoning Administrat to schedule non-controversial conditional use cases on a consent calend for City Planning Commission action. Such consent calendar items could be scheduled for a public hearing upon request by a City Planning Commissioner, ten or more surrounding property owners or tenants, or th applicant. As with all conditional uses, decisions by the Planning Commission would be appealable to the Board of Supervisors. This procedural revision is intended to increase administrative efficiency, and would not affect the basis on which project decisions are made. Th proposed consent calendar procedures would not have any physical environment impacts and will not be addressed in the EIR.

B. Environmental Effects - Could the project:

	Yes	No	Discus
1. Land Use			
*(a) Disrupt or divide the physical arrangement of an established community?		X	X
(b) Have any substantial impact upon the existing character of the vicinity?		X	X

The areas included in the NCRS rezoning are predominately commercial in character, although they contain a large number of residential units and much smaller number of institutional and manufacturing uses. The propos zoning changes are intended to maintain and encourage a balance of commercial and residential uses in neighborhood commercial areas. The proposed zoning recommendations and resulting development envelopes woul be equal to, or more consistent with, existing land use patterns than current controls. The project would seek to preserve most existing uppe story residential units with prohibitions or limitations on residential conversions to commercial use, and yet allow for commercial expansion at the ground story and/or upper stories by new construction. The proposed controls would limit commercial intensification in certain districts, an attempt to preserve the equilibrium between different commercial uses in neighborhood commercial districts through regulation of certain proliferating uses such as eating and drinking establishments and financial institutions. Since the project would not result in significa changes in types of land use, the impact of the NCRS on land use charact requires no further analysis and will not be discussed in the EIR. Issu related to potential increased land use intensity will be discussed in t EIR.

2. Visual Quality - Could the Project:	Yes	No	Discussed
*(a) Have a substantial, demonstrable negative aesthetic effect?		X	X
(b) Substantially degrade or obstruct any scenic view or vista now observed from public areas?		X	
(c) Generate obstrusive light or glare substantially impacting other properties?		X	

The proposed Master Plan amendments incorporate a number of urban design guidelines (Policy 6) which are intended to guide the contextual design and placement of new development in neighborhood commercial areas. The proposed policy addresses principles that should be reflected in the site planning, scale, bulk and architectural building design. The proposed zoning controls would implement this policy, affecting the design and placement of subsequent specific development proposals through the introduction of new zoning categories which would regulate new development on large lots, establish size thresholds for non-residential uses, and limit the placement, number and size of new general advertising and business signs. These proposed controls and guidelines in the Master Plan amendments would encourage new development, or additions and alterations to buildings, to respect the scale and form of the existing streetscape. Visual quality and urban design factors would be evaluated on a case-by-case basis according to the proposed provisions. The NCRS would not change height limits in neighborhood commercial areas. For these reasons, visual quality and urban design effects of the proposed rezoning require no further analysis and will not be discussed in the EIR.

3. Population - Could the Project:	Yes	No	Discussed
*(a) Induce substantial growth or concentration of population?		X	X
*(b) Displace a large number of people (involving either housing or employment)?		X	X
(c) Create a substantial demand for additional housing in San Francisco, or substantially reduce the housing supply?		X	X

The proposed controls would affect residential density standards of neighborhood commercial districts. For each individual district, a single density standard is proposed that would apply uniformly to all parcels. This differs from current controls, which determine density standards for any given site based upon that of the closest R (Residential) district. In most of the proposed individual districts, the density standards would be moderately increased, which, on a typical 2500 square foot soft site would potentially allow one to three additional dwelling units.

Residential density standards would not change in the proposed NC-1 or NC-2 base district classifications. Density standards for proposed NC-3 districts would be moderately increased to a minimum of one dwelling unit per 600 square feet of lot area (1:600), as opposed to the minimum 1:800 standard which currently applies to C-1 and C-2 districts. Under both existing and proposed controls, density ratios may be higher if a site is closer to an R district with higher density standards.

The proposed density increases or controls on commercial activities would not generate substantial growth that would noticeably affect the concentration of population in neighborhood commercial areas, given the amount of new housing and commercial development projected over the next 10 years. There would therefore be no significant population impacts, and the EIR will not provide any further discussion of this issue. New residents, employees or customers of the projected development would affect demand on transportation systems, which will be evaluated in the EIR.

The proposed controls minimize the loss of housing units and therefore displacement of existing residents through the regulation of upper-story residential conversions and residential demolitions. There are no similar controls under the existing zoning. This topic will not be discissed further in the EIR.

4. Transportation/Circulation - Could the Project:	Yes	No	Discussed
*(a) Cause an increase in traffic which is substantial in relation to the existing traffic load and capacity of the street system?	X		X
(b) Interfere with existing transportation systems, causing substantial alterations to circulation patterns or major traffic hazards?		X	X
(c) Cause a substantial increase in transit demand which cannot be accommodated by existing or proposed transit capacity?	X		X
(d) Cause a substantial increase in parking demand which cannot be accommodated by existing parking facilities?	X		X

The proposed project, in San Francisco with its established street system, would require no new public roads. Existing street pattern, circulation, and the need for street maintenance are not expected to change as a result of the proposed rezoning. Possible effects of the proposal in relation to traffic circulation, transit ridership and parking will be discussed qualitatively in the EIR.

5. Noise - Could the Project:	Yes	No	Discussed
*(a) Increase substantially the ambient noise levels for adjoining areas?		X	X
(b) Violate Title 25 Noise Insulation Standards, if applicable?		X	X
(c) Be substantially impacted by existing noise levels?		X	X

In some neighborhood commercial districts, the proposed controls would regulate uses such as restaurants, places of entertainment or automotive garages which contain fixed noise sources by prohibiting them or requiring Conditional Use authorization. Specific conditions could be imposed on such uses so that potential noise problems would be reduced or eliminated. The proposal also would regulate business hours of operation, which would particularly affect entertainment and nighttime activities, two primary sources of noise disruption to neighborhood residents.

Any development that might occur would be subject to operational noise requirements of the San Francisco Noise Ordinance. The San Francisco Noise Ordinance also establishes noise emission standards that govern equipment used during construction. Residential development is subject, on an individual basis, to noise insulation requirements contained in Title 25 of the California Administrative Code.

Due to the proposed controls and the mitigative nature of the City and State noise standards, noise impacts would not be substantial and will not be discussed in the EIR.

6. Air Quality/Climate - Could the Project:	Yes	No	Discussed
*(a) Violate any ambient air quality standard or contribute substantially to an existing or projected air quality violation?	X		X
*(b) Expose sensitive receptors to substantial pollutant concentrations?		X	X
(c) Permeate its vicinity with objectionable odors?		X	X
(d) Alter wind, moisture or temperature (including sun shading effects) so as to substantially affect public areas, or change the climate either in the community or region?		X	X

The proposed controls would protect against most odor-generating and material-burning uses by prohibiting their operation in sensitive areas (for example, near a hospital, school or nursing home). The project would keep large-scale polluting uses, such as heavy industrial uses out of neighborhood commercial districts and out of close proximity to residences.

The proposed controls would not change existing height and bulk limits and no direct climatic or shading effects would occur. Any shading effects that might be caused by a new building or complex of buildings would be analyzed by specific environmental review for that project according to the requirements of CEQA and by specific analyses as required under Proposition K, the City's shadow ordinance.

The proposed rezoning itself would not have direct air quality impacts. Potential secondary effects due to development that could occur under the rezoning will be addressed in the EIR.

7. Utilities/Public Services - Could the Project:	Yes	No	Discussed
*(a) Breach published national, state or local standards relating to solid waste or litter controls?		X	X
*(b) Extend a sewer trunk line with capacity to serve new development?		X	X
(c) Substantially increase demand for schools, recreation or other public facilities?		X	X
(d) Require major expansion of power, water, or communications facilities?		X	X

Since the proposed rezoning is intended to preserve the current balance or mix of uses in neighborhood commercial areas, and would slow the rate of increase in development in these areas, the project would not be expected to generate a need for new, or altered, public utilities and services. Being fully urbanized and developed, San Francisco's neighborhood commercial districts are already serviced and equipped with public utility infrastructure and community services. Existing services and facilities would require no change to accommodate this project. Records of contacts with the individual utilities and service providers (Police, Fire, Sewage, Water, Solid Waste, Energy) on which these conclusions are based are on file at the Department of City Planning, 450 McAllister, Fifth Floor, San Francisco. Based on the above, utilities/public services require no further analysis and will not be included in the EIR.

8. Biology - Could the Project:	Yes	No	Discussed
*(a) Substantially affect a rare or endangered species of animal or plant or the habitat of the species?		X	
*(b) Substantially diminish habitat for fish, wildlife or plants, or interfere substantially with the movement of any resident or migratory fish or wildlife species?		X	
(c) Require removal of substantial numbers of mature, scenic trees?		X	

The proposed rezoning would result in no direct change in San Francisco's urban environment. A proposed requirement for street trees for new buildings and major additions would have the secondary effect of increasing the number of trees in neighborhood commercial areas. Such minor landscaping for individual projects is generally considered an amenity and of environmental benefit and is normally exempt from environmental review, pursuant to State CEQA Guidelines, Section 15304(c). Any individual projects with potentially significant effects would be reviewed as required by CEQA. Therefore, the provision of the proposed rezoning requiring street trees requires no further analysis and will not be discussed in the EIR.

9. Geology/Topography - Could the Project:	Yes	No	Discussed
*(a) Expose people or structures to major geologic hazards (slides, subsidence, erosion and liquefaction)?		X	X
(b) Change substantially the topography or any unique geologic or physical features of the site?		X	X

According to the Community Safety Element, which provides citywide maps of earthquake hazard areas (pp. 8-11), a few neighborhood locations (mainly portions of the Valencia and Mission Street neighborhood commercial districts) are subject to "violent" groundshaking (general collapse of seismically unstable brick frame structures). A larger portion of the city (primarily in the Sunset district and North of Market areas) is subject to "very strong" groundshaking (frame buildings lurch when on weak underpinning). Relatively few neighborhood commercial areas would be subject to potential liquefaction and subsidence (a portion of Chestnut Street and portions of the Mission and Valencia Street neighborhood commercial locations).

Projected development under the proposed controls is limited; the proposed controls would not promote growth that would substantially increase population density. New development proposals would continue to be low scale (most districts have 40-foot height limits), and would be required to meet current Building Code requirements for seismic safety, which would generally result in safer buildings. It is acknowledged in the background report for the Community Safety Element that engineering design and construction procedures have a more determinative effect in minimizing or eliminating the effects of ground shaking than zoning controls (Blume and Associates; San Francisco Seismic Safety Investigation, June 1974, pp. 48-49). The proposed controls therefore would not expose neighborhood commercial areas to any additional geologic seismic hazards, and will not be discussed further in the EIR.

Future building projects would be evaluated individually with regard to hazardous geologic or soils conditions, site-specific grading, and generation of substantial spoils during site preparation. Sites located in identified special geologic study areas that are subject to landslides must have site-specific soils reports, per requirement of the Bureau of Building Inspection. This topic requires no further analysis here, and will not be included in the EIR.

10. Water - Could the Project:	Yes	No	Discussed
*(a) Substantially degrade water quality, or contaminate a public water supply?		X	X
(b) Substantially degrade or deplete ground water resources, or interfere substantially with ground water recharge?		X	X
*(c) Cause substantial flooding, erosion or siltation?		X	X

There could be minor changes in water use related to additional residential population. Any major development proposal would be subject to individual environmental review under CEQA. There would be no substantial change in ground water or drainage as a result of the rezoning. As referenced under Utilities/Public Services above, the capacity of the City's water system is adequate and would require no change due to the project. This topic requires no further analysis and will not be included in the EIR.

11. Energy/Natural Resources - Could the Project:	Yes	No	Discussed
*(a) Encourage activities which result in the use of large amounts of fuel, water, or energy or use these in a wasteful manner?		X	X
(b) Have a substantial effect on the potential use, extraction, or depletion of a natural resource?		X	X

As discussed earlier, new zoning controls are not the equivalent of development. To the extent the rezoning would affect the types and potential of new development and energy consumption, the generally more restrictive nature of the proposed rezoning would lower the potential energy demand compared with existing controls, particularly through stricter regulation of upper-story residential conversions (to primarily office use) and proliferating commercial uses, such as restaurants and entertainment uses. (Office uses are more energy intensive than residential uses; restaurants are generally more energy intensive than most other commercial uses).

Some change and new development would take place in neighborhood commercial districts under the proposed controls, and would be subject to the energy efficiency requirements of Title 24 of the California Administrative Code. The energy demand of such development would fall within system-wide capacity increases planned in the future, and thus does not warrant further energy consumption analysis (Stuart Tartaglia, Industrial Power Engineer, Pacific Gas and Electric, June 25, 1984). Estimated energy consumption of major development proposals would be subject to environmental review under CEQA, in accordance with the specific requirements contained in Chapter 31 of the San Francisco Municipal Code. Since this project is a rezoning, and not development per se, the information required under Chapter 31 for specific development proposals is not available and cannot be estimated with any degree of accuracy. This topic will not be discussed further in the EIR.

12. Hazards - Could the Project:	Yes	No	Discussed
*(a) Create a potential public health hazard or involve the use, production or disposal of materials which pose a hazard to people or plant populations in the area affected?		X	X
*(b) Interfere with emergency response plans or emergency evacuation plans?		X	X
(c) Create a potential substantial fire hazard?		X	X

No hazardous substances, new health hazard or interference with emergency plans would be related to this project. The NCRS proposal would not require substantial change in the City's firefighting capacity, according to the San Francisco Fire Department. (A record of this statement is available for public review at the Department of City Planning, 450 McAllister Street, Fifth Floor, San Francisco.) This topic requires no further analysis and will not be included in the EIR.

13. Cultural - Could the Project:	Yes	No	Discussed
*(a) Disrupt or adversely affect a prehistoric or historic archaeological site or a property of historic or cultural significance to a community or ethnic or social group; or a paleontological site except as a part of a scientific study?		X	X
(b) Conflict with established recreational, educational, religious or scientific uses of the area?		X	
(c) Conflict with preservation of any buildings of City landmark quality?		X	X

Most neighborhood commercial districts were built along cable car and electric streetcar lines, and a majority of their buildings were built before World War II; some predate World War I. The variety of commercial uses in these districts supports the diversity of ethnic cultures and lifestyles of San Francisco. The proposed Master Plan amendments and zoning controls, including conditional use review of residential demolitions and urban design and land use guidelines, aim at preservation of, and compatibility with, the architectural heritage and land use character of shopping streets throughout the city. This topic requires no further discussion in the EIR.

Construction that may occur under the proposed controls would be subject to individual review for potential archaeological impacts, which would consider available archaeologic archive information and the extent of proposed excavation, among other factors. This issue will therefore not be further addressed in the EIR.

C. Other - Could the Project:	Yes	No	Discussed
Require approval of permits from City Departments other than Department of City Planning or Bureau of Building Inspection, or from Regional, State or Federal Agencies?	X		X

The proposed Master Plan, Planning Code and Zoning Map amendments must be approved by the City Planning Commission and Board of Supervisors following mandatory, noticed public hearings. Ordinances containing Planning Code and Zoning Map amendments which are approved by the Commission and Board require signature by the Mayor and become effective 30 days thereafter.

D. Mitigation Measures	Yes	No	Discussed
1) If any significant effects have been identified, are there ways to mitigate them?			X
2) Are all mitigation measures identified above included in the project?		X	X

The proposed controls are a response to observed land use and transportation problems in neighborhood commercial districts. They are designed to prevent and moderate impacts of new buildings and uses which could be out-of-scale with existing development, and to protect against the proliferation of certain uses such as eating and drinking establishments. In this sense, the proposed project itself would be mitigative.

Potentially significant impacts of the project will be evaluated in the EIR, along with appropriate mitigation measures.

Topics discussed in this Initial Study which have been determined to be insignificant are subject to measures/regulations that would be applicable whether or not this project is implemented. Therefore, these are not included as mitigation measures here. They include: State and City noise regulations, geologic (soils) studies required by the Department of Public Works in the building permit process, and Title 24 of the California Administrative Code regarding energy consumption.

E. Mandatory Findings of Significance	Yes	No	Discussed
*1) Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal, or eliminate important examples of the major periods of California history or pre-history?		X	

*2) Does the project have the potential to achieve short-term, to the disadvantage of long-term, environmental goals?	X		X
*3) Does the project have possible environmental effects which are individually limited, but cumulatively considerable? (Analyze in the light of past projects, other current projects, and probable future projects.)	X		X
*4) Would the project cause substantial adverse effects on human beings, either directly or indirectly?		X	
*5) Is there a serious public controversy concerning the possible environmental effect of the project?		X	

A discussion of the proposal's short vs. long-term effects and possible cumulative effects will be included in the EIR.

F. On the Basis of this Initial Study

___ I find the proposed project COULD NOT have a significant effect on the environment, and a NEGATIVE DECLARATION will be prepared by the Department of City Planning.

___ I find that although the proposed project could have a significant effect on the environment, there WILL NOT be a significant effect in this case because the mitigation measures, numbers _______, in the discussion have been included as part of the proposed project. A NEGATIVE DECLARATION will be prepared.

X I find that the proposed project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is required.

Alec S. Bash
ALEC S. BASH
Environmental Review Officer

DATE: 6/4/85

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